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CORRECTIONS MASTERPLAN  
REPORT





## INTRODUCTION

Man, as we realize, if we reflect for a moment, never perceives anything fully or comprehends completely. He can see, hear, touch, and taste; but how far he sees, how well he hears, what his touch tells him, and what he tastes depends upon the number and quality of his senses.

This quotation from Carl Jung seeks to explain man's differing perceptions of reality. In Iowa, it dramatically illustrates the correctional dilemma facing both the Governor and Legislature as they hear arguments both for and against construction of a new prison. How well the Legislative and Executive Branches will see and what they will hear will depend on the quality of someone else's senses. Both the proponents and opponents of correctional construction appear to review and analyze the same data - both arrive at divergent opinions. The extremely verbal opponents and proponents for construction have created a stalemate where the institutions are at a capacity level which jeopardizes renovation work, recommended only a short time ago by the Advisory Commission on Corrections Relief. Many of the opponents arguing so strongly against construction are those who have carefully guided the growth of community based corrections. This strongly progressive attitude has produced a statewide network of community based corrections - with components in almost every judicial district for pre-trial release, probation and pre-institutional residences. Since 1960 almost \$10.7 million dollars<sup>1</sup> has been invested in establishing and operating community corrections - an investment its supporters believed would prove an alternative, if not a replacement for institutional confinement. In creating community corrections Iowa created a systematic approach to delivering correctional services. On the institutional level a comparable investment in systematic services has not occurred. In fact, since 1880 the state has housed over 3/4's of its institutional population in the same two facilities - incurring similar financial burdens for population levels that have intermittently peaked and receded from

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<sup>1</sup>The monies identified in this total are those utilized for CBC projects via LEAA and special legislative appropriations (S.F. 511, 173). Also these monies do not represent the total amount expended since 1969 for all or other community corrections programs. These monies reflect the expenditures for the development and implementation of CBC projects in Iowa's 8 judicial districts to date.

1,000 to 3,000 inmates during the past 100 years. Within the confines of these two institutions the population is again peaking. This increase in inmate population is not confined solely to Iowa. Throughout the nation correctional administrators are facing a growing crisis in their efforts to provide adequate correctional services. The inmate populations in state correctional institutions are increasing at a dramatic rate, while resources available for basic services and treatment programs are remaining at existing levels or in some cases decreasing. This crisis has also resulted from increasing court involvement in the redefinition of the rights of inmates which requires considerable upgrading of programs and facilities.

Much of the crisis in corrections is related to three major factors. The first is the inability of corrections to control the flow of individuals into the system. The correctional system must respond to the activities of the courts and law enforcement without a mechanism for correlating workload to available resources. The second major factor is the inadequacy of most of the correctional facilities which must house these increasing inmate populations. The third factor is the lack of a real direction for correctional services; and because of this there is a general inability to respond with flexibility and efficiency to the changing quantity and quality of service demand.

As in other states, Iowa is facing a crisis in corrections. Over 65% of the states have felt increases of 10% or more; 50% of these states have incurred increases of greater than 20%. Iowa in the past two fiscal years has experienced an increase of 17.8%. In a system with major institutions as antiquated as those in Iowa the situation is precarious. Seventy to eighty percent of the inmate population is housed in two institutions which are structurally unchanged since their initial construction, 100 to 140 years ago. All cells<sup>2</sup> are well below any recognized national standards related to size<sup>3</sup> - with some cells as small as 32 square feet. One cellhouse, constructed while Iowa was a territory, can provide only cold running water. Institutional corrections has long remained the scant recognized step-child for legislative funding allocations, a situation not unique to Iowa. No money was allocated for any housing renovation or construction behind the walls at Anamosa and Ft. Madison during the 1960's or 1970's -- the period of vast growth in expenditures for community corrections. With the low institutional population levels of that time period much of the problems engendered

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<sup>2</sup>Only 25 cells can meet current criteria - these are located in the oldest cellhouse 17, are 64 square feet and are reserved for honor lifers.

<sup>3</sup>See page \_\_\_ for a detailed listing of currently recognized cell size standards.

by the outmoded architecture could be circumvented. Antiquated cells were not utilized and the smaller populations caused little stress on the limited program space. This simultaneously allowed the growth of community corrections and undoubtedly prevented overcrowded situations which occurred in states such as Oklahoma and Alabama. Instead of the dramatic increases experienced by these states, Iowa has seen a slow but steady increase which became more dramatic as community corrections has come closer to reaching its growth potential. The results of a vast California study showing that probation, one component of community corrections, can be expected to reach a level of 70% for all felony convictions. Iowa presently extends probation to 71% of all felony convictions. Despite this statistical data many supporters of community corrections contend that a new prison will retard any further growth. This progressive element counts as allies more conservative factions who believe further expenditures on corrections are unnecessary - it is this group which often supports "warehousing" as a means to support population increases. The economy has also served to further delay or postpone construction of new facilities as well as the expenditures needed to upgrade existing outdated facilities.

The impetus for changing this stalemated situation may yet come from another source - the Courts. For it is the Federal Court System which is scrutinizing the prison systems - bringing pressure on states to deal with antiquated facilities as well as the overcrowded conditions. Their rulings have upheld many of the "constitutional" claims of inmates forcing states to comply with facility standards appropriate to each case. Presently, more than half of the states are either under court order to reform their institutions, or are facing litigation. The court orders are far ranging and often lay down specific standards governing what the prison system must provide its inmates. In Alabama the court issued an order that affected all aspects of institutional management: overcrowding, segregation and isolation, classification, mental health care, protection from violence, living conditions, food service, correspondence and visitation, educational, vocational and recreational opportunities, physical facilities and staff. Additionally, the court placed a ban on the further acceptance of prisoners into the state system until the prison system receded to its rated capacity of 2600 - it then housed approximately 5100 prisoners. It would be unwise to expect that Iowa will be immune to scrutiny by the courts. Its facilities are among the oldest in the nation - its population is nearing record numbers.

While the population increases in Iowa have been no where near as dramatic as those of other states, the future may run counter to the present trend. Iowa's recently enacted criminal code with its imposition of mandatory sentences may well cause more dramatic increases.

Given the complexity of this issue corrections has sought its resolution by requesting the financial and staff resources to complete a long range plan to guide the future of corrections. The plan's purpose is to examine the present situation and develop the most cost effective alternatives to meet future needs.

The funds to complete this masterplan have been provided by a Discretionary Grant from the Law Enforcement Assistance Administration. The following staff members from the Bureau of Correctional Evaluation, the Iowa Crime Commission and the Office for Planning and Programming were responsible for the plan's development:

Susan Sleeper, Project Director  
Daryl Fischer, Program Planner  
Gary Meyer, Planning Supervisor  
Teresa Lacsina, Research Analyst  
Paul Carroll, Corrections Planner  
Dennis Ballard, Corrections Planner  
John Achterhof, Corrections Planner



## I. POPULATION LEVELS AT IOWA'S CORRECTIONAL FACILITIES WILL CONTINUE TO INCREASE FOR THE NEXT FIVE YEARS

Corrections in Iowa has also been plagued by a multitude of prison population projections, each model linked to recommendations which cannot be carried out either due to the inaccuracy of the projection or of the general lack of credibility concerning the research on which the projection was based.<sup>4</sup>

By the fall of 1977 six separate projections has been completed, each effort produced a different result. Figure 1 indicates the variance between each of these projections.

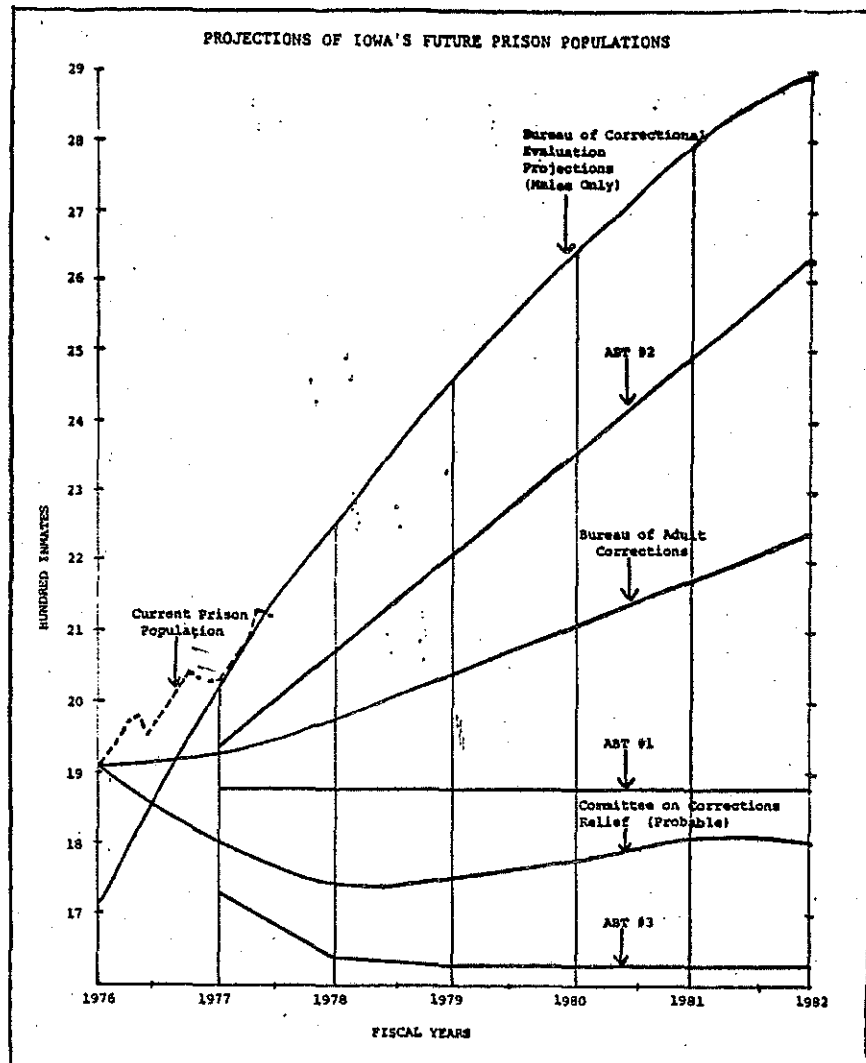
By December 31, of 1977 approximately 2126 felons were incarcerated while the projections of the Advisory Commission on Corrections Relief anticipated a probable population level of 1752 to 1814. Every projection on the graph contains errors of similar significance. These projections established certain assumptions regarding the relationship of the prison population to selected factors - then the numerical consequences of these

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<sup>4</sup>Appendix One contains a detailed analysis of the various population projections completed for Iowa as well as an analysis of the assumptions underlying those projections.



FIGURE 1



assumptions were computed. For instance, the principal assumption in the BCE study was that prison populations in Iowa have been and will continue to be positively related to the number of 15-29 year old males and to the number of crimes while the Advisory Commission assumed that prison populations were related to the size of the 15-29 and 18-24 year old males and to the number of crimes. Clearly, the validity of this assumption limits the validity of the projections. The difference in the results of each of these projections is traceable to the difference in the assumptions.

As part of a study recently mandated by Congress ABT Associates, a correctional consulting firm, examined the reliability of

various projection methods currently in use. They concluded that demographically based models, such as the BCE and Advisory projections, had results which could at best be termed "disappointing". Specifically, ABT concluded that the historical relationship between the size of prison populations and the size of young male age groups has not been positive, but negative; and that imprisonment rates for these groups have been statistically less stable than prison populations themselves. In other words, knowledge of the number of young adult males has not been significantly related to past prison admissions or populations, and there is therefore no firm basis for specifying a precise, quantitative relationship between them in the future.

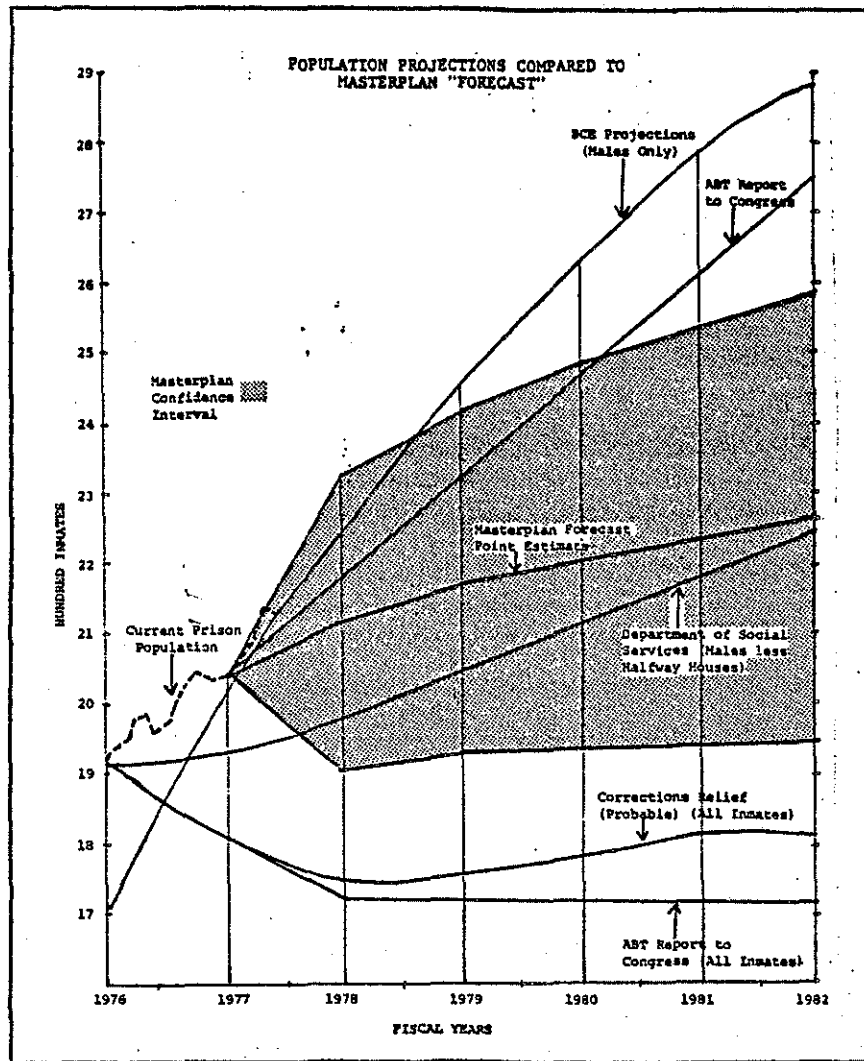
Thus, the methods underlying the projections completed by the Bureau of Correctional Evaluation and the Advisory Committee on Corrections Relief are highly unreliable. Should the results of either of these projections ever coincide with the actual prison population, it is a haphazard circumstance rather than a result obtained through a valid statistical analysis.

In an attempt to avoid the problems created by yet another population projection the plan does not create "population projections" anew. All six of the projections completed for Iowa were examined, all of the methods have uniformly failed to provide evidence concerning their reliability of their assumptions. Not one projection can provide historical validity for its assumptions - a criteria mandatory for insuring credibility when predicting the future. Additionally, the examination of other factors such as crime, arrests, and unemployment rates did not prove satisfactory predictor of prison populations. Thus, projections attempting to crystal ball population levels fifteen years into the future were not considered a viable planning tool. Instead, it became a goal of the plan to establish validity for a shorter period of time. With this in mind, the plan utilized a statistical method developed by a pair of econometricians in the late 1960's which has found wide application in a variety of other fields, ranging from the prediction of interest rates to hog production to housing starts. The "forecast" method makes no assumptions about the effects of external variables. It instead utilizing historical or past data to compute future trends. It is the only method which does not depend upon unsubstantiated assumptions about the relationship of prison populations to other factors. Figure 2 shows the "forecast" method together with the results of the other projections.

According to the graph in Figure 2, population levels will reach the following points:

1978:	2115
1979:	2168
1980:	2206
1981:	2236
1982:	2261

FIGURE 2



Additionally, to provide a population level for flexibility in planning a confidence interval was developed for each of these points, this is the shaded area above and below the point estimate line in the graph in Figure 2.

Policies of the legislature, judiciary, the police as well as corrections will push the population levels either to the upper or lower limit of the confidence interval. In planning for Iowa's institutions it was assumed that future population levels would fluctuate between the upper limit of the confidence interval and the point estimate. The lower limit was not utilized because when future policy changes were examined it could be clearly seen that escalating factors will outweigh the de-escalating

factors. Admissions levels as well as the length of institutional stay will continue to increase. Several factors appear to be causing these present and future increases. These escalating factors include:

1. THE NUMBER OF INDIVIDUALS RECEIVED AS RESULT OF PROBATION VIOLATIONS ARE INCREASING.

While direct court commitments have always represented the largest percentage of the total admissions and continue to do so, the number of probation revocations have increased dramatically in the last three fiscal years. In FY 1975 and 1976 the latter type of admissions represented 30.7 and 31.7 percent of all admissions. This was an increase from 19.4 and 6.6 percent in FY 1973 and 1974, and a rather large increase from the average of 20.5% for fiscal years 1963 to 1975.

2. MORE SERIOUS OFFENDERS ARE SERVING LONGER SENTENCES WITH THOSE OFFENDERS MOST SUSCEPTIBLE TO REHABILITATION BEING DIVERTED INTO THE COMMUNITY.

The growth of community corrections in Iowa has brought about a change in the profile of the institutional population. The lower risk offenders are prime candidates for community placement. The inmate profile over the three year period, January 1974 to January 1977, shows that the great majority of low risk offenders have been sentenced to the community.

TABLE 1: PLACEMENT OF OFFENDERS BY RISK LEVEL

Total	Risk Level	Committed		Jail		Residential		Probation	
817	Ultra-High	243	30%	76	9%	68	8%	430	53%
1619	High	472	29%	100	6%	83	5%	964	60%
1883	High-Medium	477	25%	51	3%	61	3%	1294	69%
1150	Low-Medium	176	15%	48	4%	16	2%	910	79%
672	Low	94	14%	9	1%	8	1%	561	84%
455	Nil	38	8%	5	1%	4	1%	408	90%
6596	TOTAL	1500	23%	289	4%	240	4%	4567	69%

This sentencing pattern has left Anamosa and Ft. Madison with an institutional population who are not suitable for a community setting or who have failed in that setting at least once. The removal of the low risk offender coupled with crowded institutions due to the climbing census has served to increase the number of disciplinary reports filed. This is most apparent at Fort Madison, where the number of major and minor reports filed on individuals released from each institutional has increased dramatically:



TABLE 2

Number of Disciplinary Reports by Admitting Institution  
Total (Per inmate)

Fiscal Year of Release	ANAMOSA			FORT MADISON		
	Major	Minor	Total	Major	Minor	Total
1974	301 (1.1)	441 (1.68)	742 (2.8)	96 (.34)	266 (.95)	362 (1.2)
1975	224 (.87)	427 (1.66)	651 (2.5)	141 (.42)	341 (1.02)	482 (1.4)
1976	158 (.67)	415 (1.75)	573 (2.4)	217 (.58)	452 (1.22)	669 (1.8)
	683	1283	1966	454	1059	1513

Additionally, individuals with disciplinary reports serve longer periods of time than those offenders who do not receive disciplinary reports. Table 3 shows that analyses the length of stay by offenses against the person and against property by sentence length. For example, an offender sentenced for one year for an offense not against a person (other) will serve 8 months, while the same type of offender who receives a major disciplinary report will serve 9 months.

TABLE 3

TABLE 3  
AVERAGE MONTHS SERVED FOR OFFENSES AGAINST THE PERSON AND NOT AGAINST  
BY INSTITUTIONAL MISCONDUCT

Sentence and Offense Type	AVERAGE MONTHS SERVED BY INSTITUTIONAL MISCONDUCT			
	None	Minor Reports	Major Reports	Escapes
One year - persons	8.3	8.1	8.9	-
One year - other	8.0	8.3	9.0	10.5
Three years - persons	21.2	20.8	20.8	23.0
Three years - other	14.0	20.1	20.5	24.5
Five years - persons	18.8	26.2	27.9	36.0
Five years - other	15.1	18.2	26.2	32.4
Seven years - persons	-	-	-	-
Seven years - other	17.2	21.7	31.8	36.1
Eight years - persons	18.1	33.0	46.2	-
Eight years - other	-	-	-	-
Ten years - persons	23.2	30.8	40.8	41.3
Ten years - other	18.4	21.5	33.6	42.1
Twenty-five years - persons	35.4	39.3	53.0	51.5
Twenty-five years - other	-	-	-	-

3. THE NUMBER OF OFFENDERS INCARCERATED WILL INCREASE AS WELL AS THE INCREASE IN THE LENGTH OF TIME INCARCERATED DUE TO NEW PROVISIONS IN THE REVISED CRIMINAL CODE.

Five provisions of the revised code will have an inflationary effect on institutional populations. These include: 1) the prohibition of probation for offenders convicted of a forcible felony; 2) prohibition of a straight jail sentence for individuals convicted of a felony or aggravated misdemeanor; 3) five year mandatory

sentence for individuals using a firearm in the commission of an offense; 4) mandatory minimum sentence of  $\frac{1}{2}$  of the maximum sentence for individuals previously convicted of a forcible felony; and, 5) three year mandatory minimum sentence for individuals convicted of a forcible felony.<sup>5</sup>

The first two provisions will increase the number of institutional admissions while the remaining three provisions will increase the population levels by increasing the average length of stay. Had the revised code been in effect during the past 3½ years the population levels would have increased from 25 to 36%. The code provisions prohibiting probation for a forcible felony will affect institutional levels almost immediately. Had judges been unable to grant probation for a forcible felony from 1973 to 1977 almost 13% more offenders would have been incarcerated. These offenders will now be diverted from the community, a setting in which they have proven themselves successful in the past.

The mandatory minimum sentencing provisions which fix length of stay for those offenders using a firearm or previously convicted of a forcible felony will dramatically increase the length of stay. Again, had these provisions been in effect from 1973 to 1977, prison population levels would have increased by 6 to 10%. These sentencing provisions which will incarcerate offenders for a longer period of time have no relationship has to whether a person will succeed or fail following his release from prison. No research, either on the national or state levels, can demonstrate that longer or shorter periods of incarceration serves any purpose other than punishment. Contrary to common opinion, length of sentence is not a deterrent to crime. In fact, many of the prisoners who will be incarcerated longer due to these mandatory sentencing provisions appear to be low risk offenders - the type of person who has previously demonstrated that he can succeed on parole.

4. THERE IS INCREASING PUBLIC SUPPORT FOR INCARCERATION - A SUPPORT WHICH HAS RESULTED IN INCREASED NUMBERS OF POLICE, PROSECUTING ATTORNEYS, MORE FREQUENT AND CRITICAL REVIEW OF JUDICIAL RULINGS AS WELL AS MORE STRINGENT CODE REVISIONS.

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<sup>5</sup>Appendix Two contains a detailed analysis of the impact of the revised code.

Public opinion polls show increasing support for harsher penalties for criminal offenders. In 1972 the American Public Institute published the results of several surveys conducted over a six year period dealing with public opinion and sentencing. Each person interviewed was asked how he or she viewed the court's handling of criminals. The overwhelming number of people questioned felt the courts dealt too leniently with criminals as the following table indicates.

TABLE 4

Question: "In general, do you think the courts in this area deal too harshly or not harshly enough with criminals?"

(Percent)

		To Harshly	Not Harshly Enough	About Right	No Opinion
1965:	April . . . . .	2	48	34	16
1968:	February . . . .	2	63	19	16
1969:	January . . . . .	1	75	13	10
1972:	December . . . .	5	74	13	8

Source: American Institute of Public Opinion, 1965, 1968, and 1972.

It is this same attitude which causes the public to elect legislators inclined to pass laws which impose harsher criminal penalties, the types of penalties now in effect with Iowa's revised criminal code. In the same American Institute of Public Opinion poll cited previously 79% of the American people indicated that they would be more likely to vote for a candidate who advocates tougher sentences for lawbreakers. This is an attitude which people appear to more actively support. Illustrative of this is the recent attempt by a small group of citizens in Polk County to unseat one of the District Court Judges noted for his reliance on community programs in sentencing.

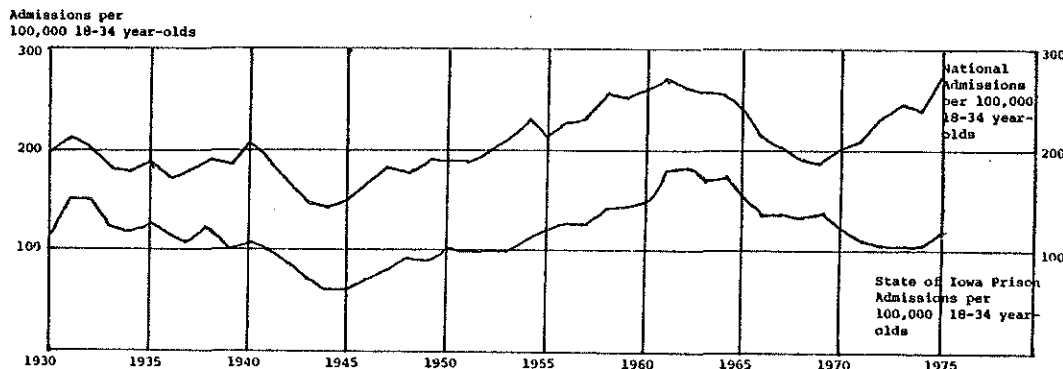
5. PRISON POPULATIONS ARE INCREASING DUE TO A GENERAL INCREASE IN THE GENERAL POPULATION LEVEL OF SOCIETY. PRISON POPULATIONS IN IOWA ARE CORRESPONDING TO A NATIONWIDE TREND.

Ironically, the 1973 report of the National Advisory Commission recommended a moratorium on prison construction - it coincided with a dramatic upward fluctuation in prison populations. By the end of 1976 the nation's prison population was 280,677 - an increase of 44% or 86,962 prisoners since 1973. The question of what causes and controls fluctuations in prison populations remains largely unresolved. The country has seen two major shifts in institutional populations in the last 20 years, a precipitous decline beginning in the early 1960's and the substantial increase of 1973. Both shifts were unexpected and researchers are unable to extrapolate any phenomena which correlates with these changes.

- While we may hope that Iowa will not continue to follow this national trend, there is no data which can lead the researcher to expect a trend significantly different than the rising population experienced by the nation as a whole. In effect, when the institutional populations for Iowa are overlaid on a chart with the U.S. prison populations, the chart lines bear the following remarkable similarity.

FIGURE 3

Prison Admissions per 100,000 18-34 Year-olds in the Population  
Iowa and the Nation



In a recent report to Congress on Corrections ABT Associates noted "Over the entire twentieth century, the aggregate prison population has shown no clear trend except that reflecting the general growth of the nation's population." In other words, prisons are viewed as a subset of the general population - just as the general population continues to increase so too will the prison population.

Clearly, present as well as future policies if unchanged will result in increasing prison populations. These



policies will not only increase the number of prisoners admitted but will lengthen the time offenders remain incarcerated.

## II. CORRECTIONS SHOULD FOCUS ON A FIVE YEAR PLANNING PERIOD AND AVOID EXCESS CONCENTRATION ON PLANS WHICH PROJECT RECOMMENDATIONS FIFTEEN YEARS INTO THE FUTURE.

All population projections can result in very substantial errors. Like a lot of things, prison populations have been and will continue to be difficult to predict, primarily because crime and society's response to crime are integrally related to broad social conditions and processes which are themselves extremely difficult to predict.

We therefore believe that any forecasts of population should be used very cautiously. We should stress, however, another point: emphasis in most methods has been on developing estimates of future prison populations at a single point in time; yet all the projections share one characteristic: prison populations have been at each of the levels at some point in time in the past, and there is an excellent chance that they will be there at some time in the future. Excess concentration upon the accuracy of single point estimates can easily obscure the fact that probably the most salient characteristic of prison populations is that they vary.

In other words, the capacity of the system is simply not always going to exactly match the population, given the relative inflexibility of capital construction, and the relatively greater variation in populations. Like it or not, "capacity" is not likely to match "population" at all times.

Currently, the weight of the evidence is that prison populations will rise for another few years, but the probability is also strong that they will fall after that. The primary planning task is to respond to that information by maintaining a deliberate flexibility in the manipulation of prison capacity. Staging or stepwise construction and renovation is the most prudent course of action.

The forecast model developed by the Masterplan is short range and must be recomputed annually to keep planning efforts five years ahead of present reality. The forecast model is only a short term answer but it avoids the fallacy of excess concentration upon the accuracy of single point estimates 15 years into the future. In fact, the ABT Report states that "The

worst result from a set of projections would be to instill state decision-makers and corrections planners with a false sense of certainty."

### III. BOTH FT. MADISON AND ANAMOSA ARE ANTIQUATED STRUCTURES WHICH AT THE PRESENT POPULATION LEVELS CANNOT PROVIDE SUFFICIENT SPACE FOR EITHER HOUSING OR PROGRAMMING PURPOSES

Physical setting and program needs at the Iowa facilities must be reviewed simultaneously. Both institutions were designed as maximum security facilities, each characterized by large surrounding walls with limited space provided behind those walls. Approximately 13 acres exist at Anamosa and 11 at Ft. Madison. Both facilities are amongst the oldest west of the Mississippi and were designed when security related to the size of the wall surrounding an institution. Minimal physical facilities were developed in the 1800's - little consideration was given to any long range goal that did not relate to warehousing or punishment.

These facilities were also designed in relation to a specific technology. This is especially relevant in light of current energy and staff demands. The bias of security measures towards operational procedures, physical in nature, makes routine activities difficult and requires larger staffs to operate these older facilities. The physical configuration of major elements within the walls often makes the addition or modification of structures for housing and/or program space inefficient at best. The initial modification of the massive buildings and their infrastructure is often cost prohibitive. Even when this is not the case, the cost/benefit of such renovation must be weighed in terms of future operational cost. Both facilities should decrease in size until existing spaces can provide adequate program and housing area for the remaining population. Industry should be an integral part of both facilities so as to provide meaningful activities for inmates. Physically, Anamosa is in better condition and should be planned for an extended life. Ft. Madison, on the other hand, requires greater attention due to its physical configuration and building conditions. For this reason, no new housing should be attempted, at this site, but the eventual closing of the facility planned.

Both facilities reflect a limitation in terms of national standards - a posture that could leave Iowa open to continued litigation. A suit presently on file could easily result in a judgment against the state because of inadequately sized cells. The issue here is again related to conditions created by the age of the institution - where cells range from 32 to 50 square feet.

These are cell sizes well below the nation cell size standards outlined below:

- National Advisory Commission on Criminal Justice	80 sq. ft. per inmate
- Federal Bureau of Prisons	75 sq. ft. per inmate
- National Clearinghouse for Criminal Justice Planning and Architecture	70 sq. ft. per inmate
- United Nations Minimum Standards	65 sq. ft. per inmate
- American Correctional Association	60 sq. ft. per inmate

It is clear that not one of our institutions can meet current cell size criteria. The Report of the Committee on Corrections Relief clearly outlined the difficulties with these antiquated cells by stating:

"A series of court decisions across the country<sup>6</sup> have combined with administrative decisions of government agencies<sup>7</sup> to establish minimum acceptable cell sizes not only for new construction, but as well for existing institutions. While no such decisions has yet been rendered concerning Iowa's institutions, it appears clear that minimum standards are emerging which may well dictate minimum cell sizes and amenities for existing as well as new penal institutions across the country. Whatever is proposed in the way of new construction will not likely lessen the demand for rehabilitation of existing institutions to meet those standards."

Increasing the cells to meet currently accepted standards results in the loss of 609 cells. Additionally, Ft. Madison,

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<sup>6</sup>Pugh vs. Lock, 406 F. Supp. 318, U.S.D., Mid. Dist. Ala. (1976) 60 sq. ft., minimum for single-occupancy; U.S. ex. rel. Wolfish vs. U.S., (U.S. Law Week, 1/77) U.S.D.C., S.D. N.Y., 80-100 sq. ft. insufficient for double occupancy; Campbell vs. McGruder, 416 F. Supp. 100, U.S.D., D.C., 45 sq. ft. acceptable for short-term (jail) single-occupancy.

<sup>7</sup>U.S. Army standards, 80 sq. ft. minimum for single-occupancy; Congressional Office of the Budget, 80 sq. ft. recommended for single-occupancy; U.S. Bureau of Prisons is undertaking study of minimum cell sizes.

constructed prior to the Civil War, houses 318 men in one cellhouse which does not contain warm running water. Correctional architects have recommended the closure of this cellhouse. The Advisory Commission on Corrections Relief in their report to the 1976 legislative session noted:

"The renovation/unitization of Cellhouse 17 is economically unfeasible. The various faults in the structure would raise the cost of such work to \$2.7 million. However, if it is to be used for even a short number of years, or kept in reserve for unforeseeable growth in inmate populations, certain maintenance and repairs are recommended at an estimated cost of \$138,000."

Clearly, cell sizing and closure of cellhouse 17 at the Fort were recognized as system priorities by the Advisory Commission - this finding is again affirmed by the Masterplan.

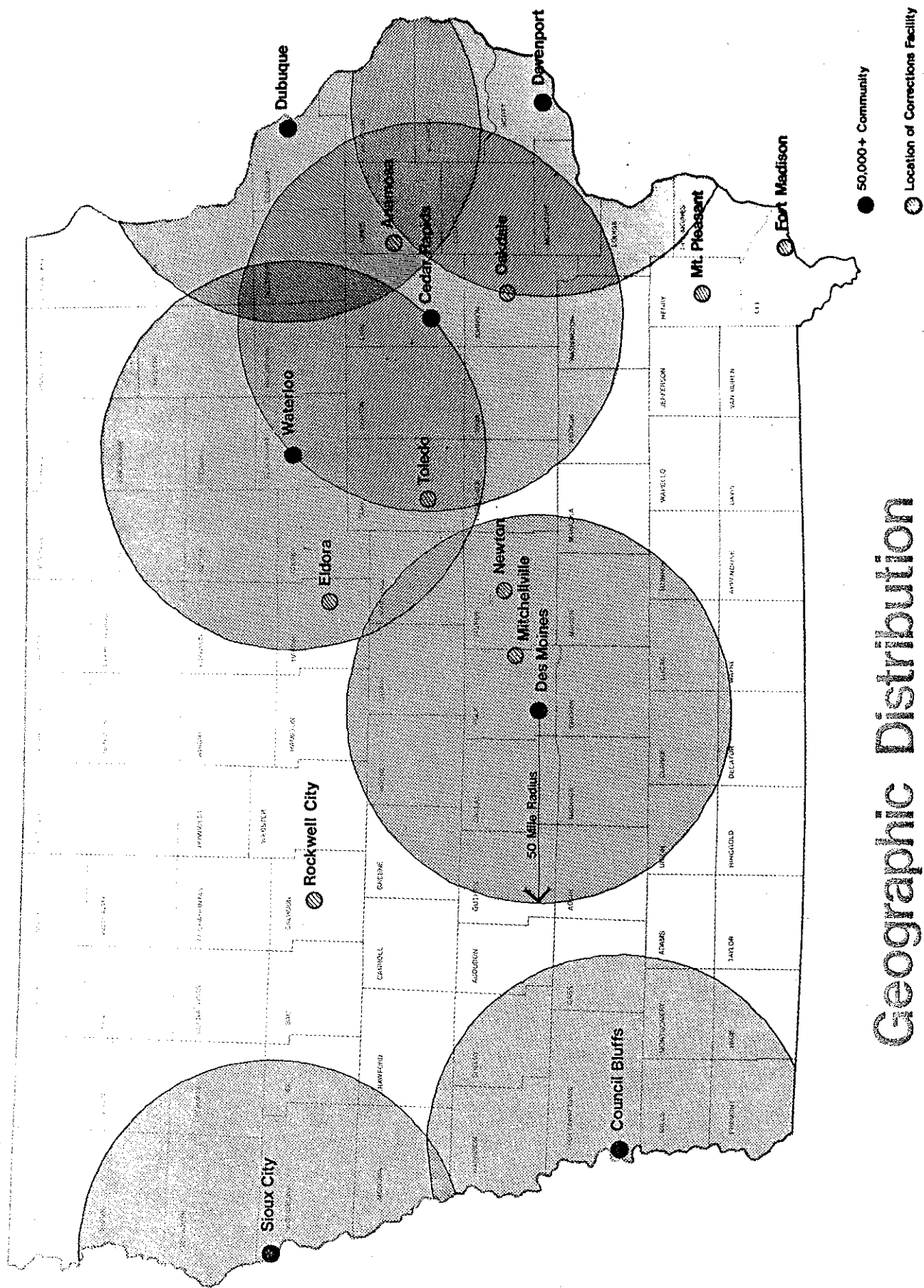
#### IV. CURRENT CORRECTIONAL FACILITIES ARE LOCATED FAR FROM THE MAJOR URBAN AREAS AND ARE NOT LOCATED AT THE GEOGRAPHIC SOURCE OF INSTITUTIONAL ADMISSIONS

The physical facilities of a state system must be viewed at two scales, the macro and the micro. A primary concern of the former is the geographic distribution of facilities in relation to needs. As an aid in analyzing the relation of the general population to existing facilities, the locations of each institution were graphically superimposed on a map indicating major cities. In addition, a 50 mile radius was extended from each of these 50,000 plus cities to represent the resources and employment ranges as well as travel time.

#### GEOGRAPHIC DISTRIBUTION

*(see maps on the following page - to be enclosed)*





The results show two of the facilities - Anamosa and Oakdale - well situated in relation to their surrounding metropolitan areas. These facilities fall within the realm of influence of at least two major cities.

Another facility, Newton, is within the realm of influence of at least a single major city.

Facilities at Mt. Pleasant and Fort Madison are not within the 50 mile radius of a major city. In each case the nearest large communities are approximately 30,000 in size and do not contain the resources and employment potential of the major cities.

In terms of general patterns, the eastern sector of the State contains the majority of major cities and population as well as corrections facilities. The central sector on the other hand relates to the Des Moines metropolitan area, and to a lesser degree, Ames. This area contains a wealth of resources and employment potential, some elements of which are unique to cities of Des Moines' size, 200,000 plus. This area has no major adult facilities but does have an adult pre-release center and a juvenile facility. The western sector contains two major cities, and proximity to the metropolitan areas of Omaha. This sector contains no significant facilities for corrections.

This technique delineates only sites under the control of the Department of Social Services and presently deployed for adult male corrections purposes. If the nature of the facilities is considered, other factors become apparent in terms of distribution.

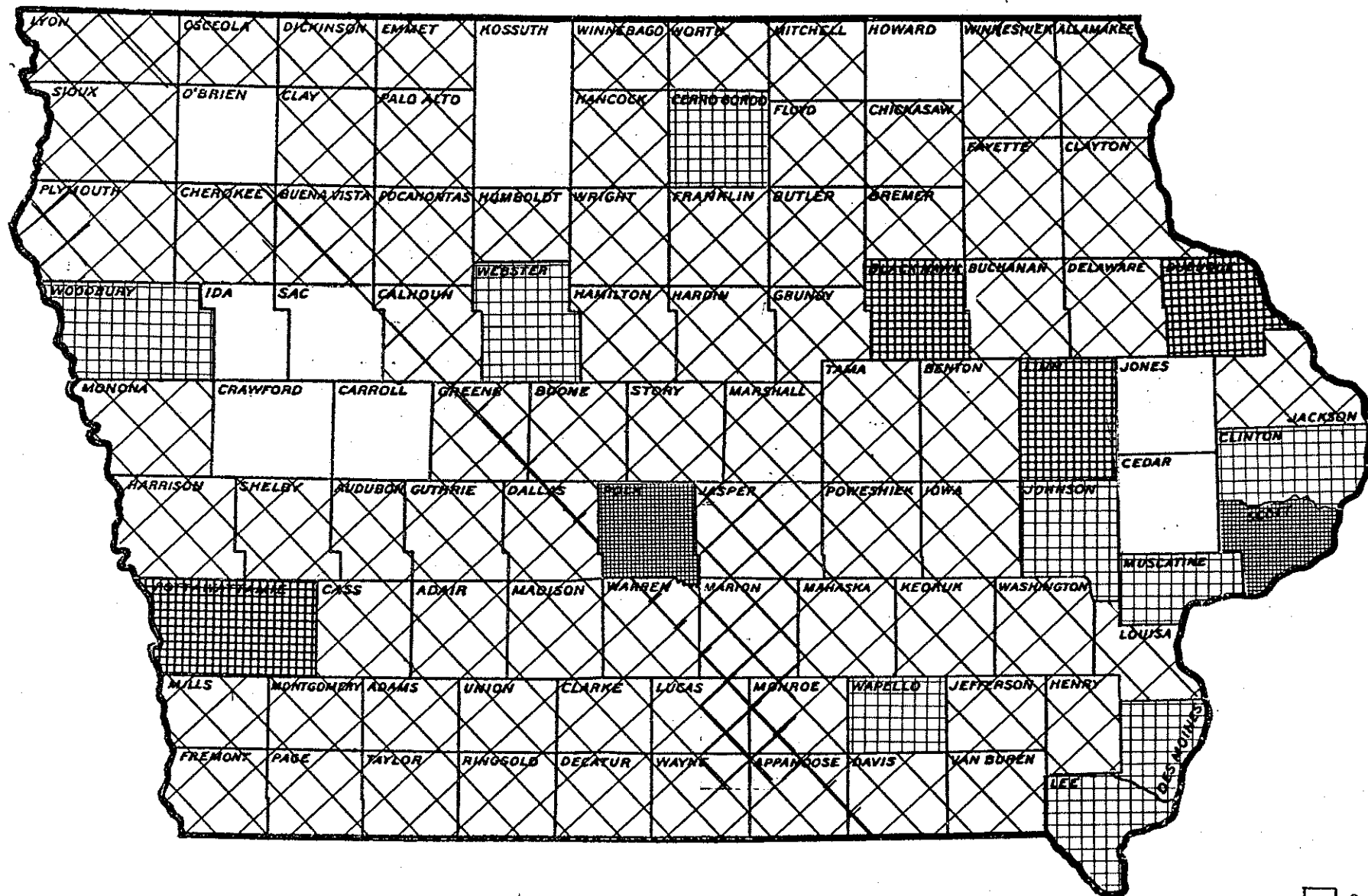
The Des Moines area is under-utilized in terms of potential resources. There are sites and manpower available which are capable of providing services needed for the corrections community.

Locations of existing major corrections facilities parallel established population patterns in the eastern section of the state.

The State is totally lacking major corrections facilities in the western portion of the State which contain two population centers.

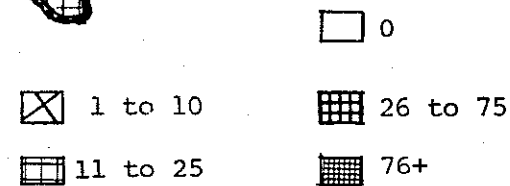
A second element in analyzing the State or system scale is to view admissions. Analysis of the admissions pattern confirms a similar relationship between population and admissions. Primary population centers and the adjacent counties account for a large volume of admission.

*See maps on following page  
maps to be reduced*



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V. TOTAL INSTITUTIONAL CAPACITY SHOULD BE RATED AS 2216, NOT 2462 IN ORDER TO PROVIDE THE SPACE REQUIRED FOR TEMPORARY HOUSING

Correctional bedspace often fluctuates - a source of annoyance to many persons attempting to understand whether or not the prisons can house anticipated future populations. Much of this fluctuation in bedspace is a result of an increase or decrease in the temporary bedspace. For instance, when monthly admissions are increasing the number of beds required for orientation increases. Prisons do not house men directly in the central community when admitted but generally provide a ten day to two week orientation period. Following orientation the inmate is then assigned a permanent bed in one of the cellhouses. Temporary bedspace is also required for segregation, isolation, psychiatric evaluation as well as for renovation and maintenance work. Oakdale Medical Facility, is often counted as having 96 beds available to house inmates on a permanent basis. But this is an incorrect classification of this facility. Inmates remain here from 1 to 90 days on temporary assignment for psychiatric evaluation. Almost one half the beds are not even available to house inmates - this bedspace is reserved for court referral purposes to determine competency of the accused to stand trial. When these temporary beds are tallied - they represent 10% of the permanent bedspace. The total number of beds available in the system on January 31, 1977 is 2462, with 246 beds counted as only temporary. Iowa has the following 2216 beds to house its inmates.

*see chart on following  
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TABLE 5  
INSTITUTIONAL CAPACITY

Institution	Present Capacity
Iowa State Penitentiary	
Cell House 17	318
Cell House 18	193
Cell House 19-North	166
Cell House 19-South	175
Cell House 20	74
Building 97	18
Farm 1	65
Farm 2	65
	1,074
Men's Reformatory	
Cell House 1	312
Cell House 2	312
Orientation & Segregation	68
Isolation	14
Testing Area	30
Level V	35
	771
Luster Heights Camp	40
Women's Reformatory	86
Medical Security Facility	96
Riverview Release Center	101
Mount Pleasant	144
Work Release Beds	150
SYSTEM TOTAL	2,462
Capacity = 2462	
Minus 10% 246	
2216	

XI. THE MAJORITY OF INMATES IN IOWA REQUIRE A MEDIUM LEVEL SECURITY SETTING WHILE LESS THAN 6% OF THE INSTITUTIONAL BEDSPACE CAN BE CONSIDERED MEDIUM SECURITY.

Presently, offenders are assigned by a judge to either Anamosa or Fort Madison. In most cases, the deciding factors affecting the assignment are age, type of offense, and prior record. The younger, first-time offender usually is placed at Anamosa. This classification scheme does not mean that those requiring less security control are assigned to Anamosa. Iowa judges lack a complete inmate profile to make assignments on the basis of security required for custody (which should be a major objective

of the classification procedure). Consequently, at Anamosa and Fort Madison there are inmates that require different degrees of surveillance. This situation makes security control quite difficult.

Once assigned to Anamosa and Fort Madison the inmate undergoes a fairly thorough classification procedure. At this time, the level of security control is determined as well as work and educational (optional) assignments. Eventually, inmates may be assigned to Mt. Pleasant (medium-security) or Riverview Release Center (minimum-security). However, initially all inmates, whether a security risk or not, live and work with each other.

In the report, Adult Corrections in Iowa, prepared by the Advisory Commission on Corrections Relief, an ideal system of security was described as:

.... a range of increasingly secure, controlled settings (which) would provide the level of control necessary to maintain safety for society, staff, and inmates, but would exert no greater level of security than necessary to maintain control.

The Commission did not detail their interpretation of the type or levels of security or in what form control was to be exerted, or the numbers of inmates who will be assigned to each of these levels. The Masterplan undertook a detailed analysis of the offenders in the correctional system during the past 3½ years to determine the security levels necessary.<sup>8</sup> This analysis utilized a base expectancy scale which relates a weighted combination of an offender's entry characteristics to the probability that he will escape at some time during his term of residence and or record an infraction within the institution that results in a report against him. According to this analysis the following security levels are necessary in the Iowa penal system:

Maximum:	30%
Medium:	45%
Minimum:	25%

Certain characteristics identify the types of offenders in each of these security levels and certain types of housing are required to contain these offenders.

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<sup>8</sup>Appendix 3 contains a detailed analysis of security level classification.

TABLE 6  
MAXIMUM SECURITY: OFFENDER CHARACTERISTICS, INSTITUTIONAL SETTING

MAXIMUM SECURITY	
OFFENDER CHARACTERISTICS	INSTITUTIONAL SETTING
<p>1) Criminal Sophistication 2) Escape Potential 3) Lengthy Prison Sentence</p> <p>These individuals pose a threat to the others in the correctional population. He is likely to be an older inmate and may exert influence on younger offenders. This inmate is a high escape risk due to factors such as sentence length, detainers, and past escape history. While educational and vocational training should be available to the maximum security inmate, the major activity participation will be correctional industries.</p>	<p>High Perimeter Security</p> <p>Walled Institution Manned towers Limited access to institution through Salley Port</p> <p>High Internal Security</p> <p>Officer control cell locking System Extensive Observation by Correctional Officers Frequent "shake-downs" of inmate areas Access to non-housing areas strictly controlled Limitation on personal possessions</p>

TABLE 7

MEDIUM SECURITY: OFFENDER CHARACTERISTICS, INSTITUTIONAL SETTING

<del>MEDIUM SECURITY</del>	
<u>OFFENDER CHARACTERISTICS</u>	<u>INSTITUTIONAL SETTING</u>
An inmate assigned to medium custody is considered benign but still not responsible. He does not pose a threat to others in the institution but would threaten society if he escaped. Medium security includes both the sophisticated and unsophisticated criminal. The sophisticated types are the least receptive to treatment and motivation and might negatively impact the advancement of others. Many of the unsophisticated medium security should be further separated - they are the most receptive to treatment and tend to be easily influenced by the more sophisticated criminal.	<p>Moderate Perimeter Security</p> <p>Single or double fencing Manned towers or closed circuit television monitoring Salley port entrances</p> <p>Moderate Internal Security</p> <p>Individually controlled locking of cells Inmate movement within the institution controlled by zonal security system</p>

TABLE 8

MINIMUM SECURITY: OFFENDER CHARACTERISTICS, INSTITUTIONAL SETTING

<del>MINIMUM SECURITY</del>	
<u>OFFENDER CHARACTERISTICS</u>	<u>INSTITUTIONAL SETTING</u>
An inmate who is considered responsible is assigned to minimum custody. He is not considered an escape risk, nor displays any propensity for violence. He is also not a sophisticated criminal, nor does he present a direct threat to society. Minimum custody inmates are unsupervised. Some minimum custody inmates, near completion of their sentence, will qualify for community work-release and education-release programs. The minimum custody inmate is the most receptive to treatment.	<p>Perimeter Security</p> <p>Fencing, sensing devices, or no barriers</p> <p>Internal Security</p> <p>Individually lock rooms Inmate movement restriction based on time, scheduling, and security officer observation.</p>

In terms of defining the level of security by physical setting Iowa's institutions fall within the following classifications:

TABLE 9  
INSTITUTIONAL CAPACITY BY SECURITY LEVEL CLASSIFICATION

Institution	Present Capacity	CLASSIFICATION		
		Maximum	Medium	Minimum
Iowa State Penitentiary				
Cell House 17	318	318		
Cell House 18	193	193		
Cell House 19-North	166	166		
Cell House 18-South	175	175		
Cell House 20	74	74		
Building 97	18	18		
Farm 1	65			65
Farm 3	65			65
	1,074	944		130
Men's Reformatory				
Cell House 1	312	312		
Cell House 2	312	312		
Orientation & Segregation	68	68		
Isolation	14	14		
Testing Area	30	30		
Level V	35	35		
	771	771		
Luster Heights Camp	40			40
Women's Reformatory	86			86
Medical Security Facility	96	96		
Riverview Release Center	101			101
Mount Pleasant	144		144	
Work Release Beds	150			150
SYSTEM TOTAL	2,462	1811	144	507

The physical configuration of these institutions gives Iowa the following bedspaces by security level:

Maximum: 73.6%  
Medium: 5.8%  
Minimum: 20.6%

When comparing the physical configuration to the security requirements necessary to house the number of inmates in Iowa, it is

clear that great disparity exists. While only 25% of Iowa's inmates require a maximum security setting approximately 73.6% of the beds can be considered maximum security. The majority of Iowa's inmates should be classified as medium security, almost 45% of the inmates fit this classification. Only 5.8% of the space provides this security setting. Only minimum security comes closest to fulfilling the requirements - 30% of the inmates require a minimum security setting while 20.6% of the beds provide this capability.

With this vast number of maximum security beds, the inmate faces an institutional environment which exerts a greater degree of control than is necessary to insure the safety of the public or inmate. Furthermore, almost 3/4's of the inmates are housed at two institutions, Ft. Madison and Anamosa where maximum, medium and minimum security inmates share one common setting. It is impossible at the Fort, for example, to separate those most receptive to treatment from those which have proven the less receptive. More importantly, it is impossible to separate the sophisticated criminal from the unsophisticated inmate population for the younger, unsophisticated inmate who often becomes the victim of the older, more hardened criminal.

Clearly, Iowa needs to provide separation of those with differing criminal tendencies as well as a more conducive security level, less restrictive than presently exists. Renovation which separates the different types of inmates and construction which provides a more conducive medium security setting are essential.

## VII. THE IOWA STATE CORRECTIONAL SYSTEM LACKS A DEFINED SYSTEM-WIDE GOAL WHICH SERVES AS THE BASIS FOR DETERMINING PRESENT AND FUTURE RESOURCE ALLOCATION.

Along with the limitations imposed by the existing state correctional institutions, there are some major problems in terms of the direction of corrections in Iowa. The Iowa system does not have a defined, system-wide goal which serves as the basis for determining resource allocation. This lack of a goal or objective is evidenced in a number of ways.

Although the overall orientation of corrections in Iowa is stated by corrections officials as the rehabilitation of the inmate, the method by which an inmate is assigned to a program does not seem to relate to inmates' needs nor are there any systems for evaluating program effectiveness. Both institutions provide a range of educational, vocational, industrial and counseling programs, with the emphasis being different at each institution.

Fort Madison is predominantly oriented towards industries, while Anamosa is oriented towards vocational and educational programs. The method for programs assignment is essentially a three level criterion. First there is the means by which an individual is placed in an institution - that being age and length of stay. Second, there is the internal security requirements within each institution. Finally, there is basic limitation of the program areas which dictate program capacity. These three level system overshadows any relationship between programs, inmate need, availability, and results.

It should also be stated that the relationship between institutional program development, other available state resources, and the characteristics of the outside community does not reflect any planned approach. For example the provisions of medical and psychiatric services is symptomatic of this lack of planning. Major medical and specialized treatment services are provided on a contract basis resulting in substantial costs for transportation and custody staff. On the other hand, major psychiatric services are provided completely in-house. It is not apparent that any analysis was undertaken to determine the cost-effectiveness of these procedures in terms of service demand or staff/facilities requirements. Also, the type of industries provided at the institutions, in most cases do not mirror in any way the major industries in Iowa. This is not necessarily a defect of the system. It is, if the goal of industries is to provide skills which are marketable after release. If the goal of industries is to provide activities only - then industries which are labor intensive should be emphasized.

A major question which must be addressed is how the above characteristics impact on the overall state correctional system in Iowa. The youthful nature of the inmates and the relatively short length of stay must have an impact on the type of programs provided. The level of impact to a great extent will be dictated by the correctional system goals in Iowa. As was stated earlier the State does not presently have a defined system-wide goal. It is essential for a goal to be developed and implemented.

~~Some of the potential goals which could be selected by the State are defined below:~~

- ~~- Warehousing, i.e. the Justice Model - whereby the major objective is to isolate the individual and restrict personal freedoms in a manner consistent with Constitutional rights and maintaining the safety of the inmate and the custody staff.~~



## VIII. SEVERAL INSTITUTIONAL PROGRAMS PROVIDE INEFFECTIVE SERVICE DELIVERY WHILE OTHERS DO NOT ADEQUATELY ADDRESS OFFENDER NEEDS.

A list of the basic program services located at each of Iowa's Correctional institutions is described in a separate volume of the masterplan. A description of each program is not presented at this time. Instead, this section focuses on general deficiencies with particular programs. It should not be assumed that there are no problems with the programs not discussed here. Rather, emphasis is placed on those problems which seem the most critical.

### MEDICAL SERVICES

Generally Iowa's correctional institutions provide inmates with adequate medical care. However, the service delivery system is poorly coordinated and existing facilities are not effectively utilized. Only at Oakdale is any surgery conducted and these minor operations are very infrequent. In most cases, inmates requiring specialized attention are sent to local hospitals, though Fort Madison, Anamosa and Mt. Pleasant send most of their patients to the University Medical Center in Iowa City.

Whenever a patient is sent to local hospitals or the University, there must be a ratio of one guard to one inmate. Consequently, over a 24 hour period, that necessitates having two to five officers. This practice is quite expensive, but unavoidable at the present time. Additionally, there is an existing need for 24 hour medical supervision. At all institutions, there are guards that are assigned to the hospitals in the evening. These individuals are trained in first aid, yet are not adequate replacements for nursing personnel. Even though nursing and physician personnel might be only ten or fifteen minutes away, it is an unsafe practice to leave patients without trained and qualified nursing personnel on duty.

### LEGAL SERVICES

The Oakdale Medical Facility does not have a law library and the Mt. Pleasant and Riverview Institutions have few legal materials. Even though inmates at these institutions have access to lawyers or law students there is still a definite need for the inmates to have the ability to research legal matters.

At Mt. Pleasant, Fort Madison, and Anamosa there is no legal aid society or lawyers readily available to the inmates. However, inmates at Mt. Pleasant and Fort Madison do have access to University of Iowa law students. In addition, inmates at these three institutions do have the option to retain private attorneys. Due to the increasingly complex legal issues facing inmates, adequate legal representation must be continually available at the institutions. Law students are adequate, though lawyers should act as advisors to these students.

### ACADEMIC EDUCATION

The quality of the academic programs at the correctional institutions is generally quite good. Statistics do indicate, however, that there are many inmates at Anamosa and Fort Madison who do not have a high school equivalency diploma and are not enrolled in any academic program. Obviously, there are those who will never have an interest in furthering their education. However, it is not really known how many inmates have an interest in the academic program and never sign up for classes. After the initial classification procedures at Anamosa and Fort Madison there is no personal contact between the education department and the inmates. The only established method of reaching the inmates is through ads in the prison newspaper. Consequently, there could be numerous individuals who are receptive to an academic program yet are reluctant to take the initiative and enter the program.

One specific reason for an inmate not to participate in the educational program is that there is a financial incentive to work. This situation, prevalent at all the institutions (except Oakdale) is not good. Emphasizing the completion of high school should be a priority with the institution and to be consistent, the administration should not financially discriminate against those who enroll in classes.

### VOCATIONAL EDUCATION

The vocational education programs at the various institutions are good and there are continuous efforts being made to upgrade the classes. At Fort Madison, however, five of the ten programs are only offered outside the institution and inmates must obtain work release status in order to participate. This limits inmates participation. Community relations are enhanced by these programs, yet depriving an inmate of a particular class might not be worth this endeavor.

## CORRECTIONAL INDUSTRIES

The correctional industries program has operations at Anamosa, Fort Madison and Rockwell City. At Anamosa and Fort Madison, however, it is vital that the industries program be expanded to combat inmate idleness. At Anamosa, there is very little actual idleness; however, work crews are overstaffed by approximately 115 people. At Fort Madison, approximately 100 inmates are idle and locked in their cells. In addition, most of the work crews are overstaffed.

Both Anamosa and Fort Madison lack sufficient space for the development of viable industrial program. The Prison Industries Advisory Board in their recent report to the legislature noted:

"Additional space for industry must be provided. No expansion is possible in the space presently available."

As population levels at the institutions increase industry's resources will face an even greater strain. Not only will more space be required to expand existing industries but additional industries must be developed to provide larger numbers of inmates with work. Not only should the recommendations of the Prison Industries Advisory Board be followed in guiding industries change in the future, additionally, the Prisoner Employment Program can be readily expanded to provide meaningful work experience for residents of Iowa correctional institutions.

RECOMMENDATIONS

## FINDINGS AND RECOMMENDATIONS

### FINDING I. POPULATION LEVELS AT IOWA'S CORRECTIONAL FACILITIES WILL CONTINUE TO INCREASE FOR THE NEXT FIVE YEARS

RECOMMENDATION I. By 1982, approximately 2261 to 2561 inmates will be incarcerated. There are approximately 2216 cellspaces available to house these inmates. Cellspace will need to be increased by 45 to 345 within the next five years to accomodate this new population level.

### FINDING II. CORRECTIONS SHOULD FOCUS ON A FIVE YEAR PLANNING PERIOD AND AVOID EXCESS CONCENTRATION ON PLANS WHICH PROJECT RECOMMENDATIONS FIFTEEN YEARS INTO THE FUTURE

RECOMMENDATION II. Long range plans often commit institutions to courses of action which are not viable. In a rapidly changing society few businesses have proven successful in charting a fifteen year course from which there is no deviation. Social service agencies should not be forced into this unconscionable direction - especially in the case of institutional corrections, where both renovation and construction costs are high. This type of planning must be replaced with an approach to planning which emphasizes flexibility. Correctional changes should not be drastic - at no time should Iowa emphasize the construction of more than 100 to 200 new cellspaces at one time. Rather, a systematic approach which can accomodate either a decrease or increase in population levels must be followed. A step-wise approach to construction and renovation must be developed which clearly establishes system priorities. Monitoring the correctional system at the start and finish of each task is essential, for each change in population may allow certain tasks to progress at a faster rate or to be eliminated.

### FINDING III. BOTH FT. MADISON AND ANAMOSA ARE ANTIQUATED STRUCTURES WHICH AT THE PRESENT POPULATION LEVELS CANNOT PROVIDE SUFFICIENT SPACE FOR EITHER HOUSING OR PROGRAMMING PURPOSES

RECOMMENDATION III: Renovation work at both institutions is recommended which will allow institutions to meet presently recognized housing standards. Cell-sizing and the closure of cellhouse 17 as recommended by the Advisory Commission on Corrections Relief would result in the loss of 941 cells. Anamosa would lose 312 cells while Ft. Madison would lose 629 cells, thus, Anamosa would be able to accomodate 526 men and Ft. Madison will be able to accomodate 409 men. Should the 927 cells displaced by these improvements still be required, no additional cells should be added at Ft. Madison and no more than 200 cellspaces added at Anamosa. A 409 man institution with only 283 men actually behind the walls at Ft. Madison would permit eventual closing of that institution. Additionally, Anamosa would have 526 inmates and an additional 200 cellspaces would maintain 50 cells less than the present level. This renovation would not only bring Anamosa to currently recognized housing standards but provide sufficient space for the addition of expansion of industries as well as providing sufficient space for other academic and vocational programs.

FINDING IV. CURRENT CORRECTIONAL FACILITIES ARE LOCATED FAR FROM THE MAJOR URBAN AREAS AND ARE NOT LOCATED AT THE GEOGRAPHIC SOURCE OF INSTITUTIONAL ADMISSIONS.

RECOMMENDATION IV: Cellspace should be added only if it corrects current system deficiencies. Any reduction in cellspace which occurs due to renovation work should not be added to that same institution unless it falls within the realm of influence of a major metropolitan area. Thus, renovation work which reduces capacity at the Fort should not be replaced by new construction at that same site. Oakdale can support 200 new additional units, Anamosa if cell-sized can support 200 new units while only 100 additional units can be added to Mt. Pleasant. Any housing units added above this number to any of these sites will stretch the central core and result in insufficient programming space. Any further new construction should be aimed at a major metropolitan area, preferably Des Moines. This area provides not only good job market potential and extensive social services resources but additionally, is close to the institutional admissions. The western sector of the state, close to the Omaha area, could support 200 additional units - thus, providing correctional services where none presently exists.

FINDING V. TOTAL INSTITUTIONAL CAPACITY SHOULD BE RATED AS  
2216 IN ORDER TO PROVIDE THE SPACE REQUIRED FOR  
TEMPORARY HOUSING

RECOMMENDATION V: Planning for meeting future population needs should contain sufficient space to permit temporary housing - for this reason, this document utilizes an institutional count of 2216 for planning purposes.

FINDING VI. THE MAJORITY OF INMATES IN IOWA REQUIRE A MEDIUM  
LEVEL SECURITY SETTING WHILE LESS THAN 6% OF THE  
INSTITUTIONAL BEDSPACE CAN BE CONSIDERED MEDIUM  
SECURITY

RECOMMENDATION VI: Iowa currently operates a correctional system which is oversecure when measured against the type of inmates it confines. There is presently an overabundance of maximum security cellspaces. Only medium security construction should be contemplated - not only will it correct an existing deficiency but medium security would prove the most cost effective for Iowa. Not only is medium security construction less expensive than maximum security construction but it can be modified and then utilized for maximum or minimum security housing. Neither minimum or maximum security construction has this same flexibility. Both maximum and minimum security would require extensive dollar investments to accomodate any such change in security needs. Minimum security cannot be modified to meet maximum security needs nor can minimum security be modified to meet minimum security needs without vast outlays of capital expenditure.

Both Anamosa and Ft. Madison must be unitized, that is, broken down into smaller living units to provide separation of different types of inmates. Thus, unitization as recommended by the Advisory Committee on Corrections Relief is the first priority for establishing environmental and housing barriers between maximum, medium and minimum security types of inmates.

FINDING VII. THE IOWA SYSTEM LACKS A DEFINED SYSTEM-WIDE GOAL  
WHICH SERVES AS THE BASIS FOR DETERMINING PRESENT  
AND FUTURE RESOURCE ALLOCATION



**RECOMMENDATION VII:** A major question which must be addressed is how corrections can impact on the types of inmates it incarcerates. The youthful nature of the inmates, 61% are under 30 years of age, and the relatively short length of stay, 69% of the total inmate population have presently served less than 24 months, as an impact on the type of program required. The level of impact on these offenders will be dictated by the correctional system goals in Iowa. Long range goals provide the basis for allocation of resource. It is essential for a goal to be developed and implemented for existing resources to be utilized more efficiently. Some of the potential goals which could be selected by the state are defined below:

- Warehousing, i.e. the Justice Model - whereby the major objective is to isolate the individual and restrict personal freedoms in a manner consistent with Constitutional rights and maintaining the safety of the inmate and the custody staff.
- Modified Warehousing Model - whereby a certain segment of population, defined by Division of Corrections criteria is not amenable to any resocializing programs, would be warehoused, while at the same time concentrating resources on those that are receptive to programs. For example: It may be indicated that behavioral modification programs for specific offender categories (Bad check writers, DUI offenders, and sex offenders) may be the only effective programs for reducing recidivism. Therefore resources should be concentrated in these areas.
- Full Treatment Program Model - a full range of programs including education, vocational training, socializing programs, and a range of counseling modalities are provided. This model assumes involvement of inmates and staff in a wide range of programs.
- Industrial Model - all institutions are structured around a full employment in industries program. These industries could be private and/or public.
- Combination, Flexible Model - whereby the orientation would be different at various institutions based on defined objectives for each. The orientation and size of the institution must be equated with a defined target population. The resources allocated to each program should be provided in a flexible form so as to allow for changes in orientation as population demands change in time.

FINDING VIII. SEVERAL INSTITUTIONAL PROGRAMS PROVIDE INEFFICIENT SERVICE DELIVERY WHILE OTHERS DO NOT ADEQUATELY ADDRESS OFFENDER NEEDS

RECOMMENDATION VIII:

MEDICAL

The costs of medical services must be examined in order to provide more cost effective delivery of services. The current practice of transporting inmates to University hospitals with with one guard per inmate is not cost effective. It is recommended that a secure detention wing be located at Iowa City for inmates hospitalized over 24 hours and that Oakdale not be utilized for any type of surgery. Additionally, 24 hour medical supervision should be provided at all hospitals.

LEGAL SERVICES

A law library should be established at Oakdale and more legal reference documents provided at both Mt. Pleasant and Riverview. Additionally, legal representation is not adequate and should be extended to include lawyers, not solely law students, at all institutions.

ACADEMIC EDUCATION

Educational personnel should be given direct access to inmates following classification procedures. Inmates should be directly encouraged by such personnel to participate in academic programs and institutions should not rely on ads in the prison newspaper to encourage inmate participation. The mean level of education is less than 10 years at both Anamosa and the Fort - a factor hindering potential employability following release regardless of the type of training received.

Additionally, there should be no financial differentiation between inmate participation in education and work. All institutions should emphasize and prioritize the inmate's need to complete his high school education.

CORRECTIONAL INDUSTRIES

The Report of the Industries Advisory Board should be followed in determining the course of industrial expansion. Population levels at both institutions should be reduced to provide additional programming space and eliminate overcrowded work crews and inmates who remain locked in their cells on idle status.

If additional cellspace is added at either Newton or a new site, expansion of the Prisoner Employment Program should determine the facility requirements. PEP appears to be the most effective program in providing on-the-job training as well as in eventually providing a sound economic basis for restitution.

#### RECREATION

Both Riverview and Mt. Pleasant should expand their physical plants to include additional space for indoor recreation.



## SYSTEM PRIORITIES

The system which is detailed in the following pages is based directly on the recommendations of the Advisory Commission on Corrections Relief. These are three system priorities:

- 1) unitization of Anamosa and Ft. Madison,
- 2) cellizing of Anamosa and Ft. Madison, and
- 3) closure of cellhouse 17 at Ft. Madison

These priorities are rank-ordered and each should be recognized as the next course whether population levels increase or decrease. The architectural alternatives proposed in this section detail the recommended course of action should population levels continue to increase. These alternatives prioritize where bedspace should be added should additional bedspace be needed to accomodate new population levels or compensate for bedspace lost through renovation work. The following priorities for additional construction should be clearly recognized:

1) Oakdale: this facility can accomodate 200 new beds without causing excess strain on the central core; new construction can be accomplished most quickly at this site;

2) Newton: this is the prime location for construction of a new central core facility because of its proximity to an urban area as well as the large amount of land available at this site;

3) Mt. Pleasant: this should be considered to have the lowest priority in terms of additional bedspace; only 100 units can be added here without extensive addition to the central core.

Additionally, a high priority would be to construct a smaller facility which could provide additional bedspace in the western sector of the state. Any location close to Omaha provides proximity to the resources of a major metropolitan area as well as bedspace in a sector of the state where no institutional corrections resources presently exist.

All renovation and construction recommended in this plan is aimed at correcting system deficiencies; this course of corrective action is based on the following objectives:

1) breaking down the larger institutions, Ft. Madison and Anamosa, into smaller units which provide better management control as well as a more individualized treatment approach,

2) reducing the size of the larger institutions, Ft. Madison and Anamosa, so that more space can be provided for programming and housing,

3) reducing the size of Ft. Madison so that closing that facility becomes a viable alternative in the future,

4) constructing new bedspace which is medium security and better meets the needs of the type of offender Iowa incarcerates,

5) constructing new bedspace which will correct the geographical imbalance of the present facilities and provide access to the resources of major metropolitan areas as well as greater proximity to the source of institutional admissions, and,

6) phased addition of smaller housing units of 100-200 to permit continuous monitoring of the system and allow a halt in additional construction should population levels decrease.

# HOUSING

The objectives in viewing housing are two fold; first, to insure the health and safety of inmates and staff, and second, to guarantee the constitutional rights of inmates.

A most immediate need is the safety of the inmates and staff. The problem in the current system is the atmosphere that exists, real or imagined, in the cellhouses and yards of the two major institutions. Due to the density in housing and its physical condition, the relationship of an individual inmate to his peer group varies from that of victim to antagonist. Many inmates remain within the security of their cells for fear of their personal safety in dayrooms or yards. The interaction of staff and inmates is minimal when compared to that of the general population. Modification of this situation can be achieved by establishing smaller housing groups and increasing treatment and counseling contact. This action would better facilitate peer modeling of staff and counselors rather than other inmates. It would also place the staff in a better position for safety with an improved ratio of staff to inmates.

The issue of the constitutional rights of the inmates has currently been brought to prominence by recent judicial actions. Many of these inmates' rights have been defined in relation to their physical environment. Individual occupancy, room area, ventilation, access to natural light, have all been delineated as they relate to inmate housing. Presently, Iowa is in a vulnerable position with regard to many of these areas.

The primary factor involved in housing has all too often been considered simply a matter of numbers; whereas, the condition and context in which they occur is of equal importance. For Iowa to withstand judicial action, immediate attention must be given to the housing situation. Large antiquated cellhouses, often housing 300 inmates or more, questionable heating, lighting, and ventilation, small cell area, under 50 square feet in some instances, all are pointedly below accepted national standards. Renovation and construction of housing units with current national standards as bottom line criteria are needed now. In view of current growth and the displacement of inmates during renovation of the existing facilities, a program for the construction of new housing units must be initiated. The nature and quantity of housing must be a product of monitoring changes in population in number and security gradients.



# BUDGET ESTIMATES

An essential component in the planning process is the analysis of funding requirements for implementation of each element of the plan.

Budget estimates were generated for each project under consideration, and as specific projects were isolated more definitive budget estimates developed. Contained in the funding diagram are estimates for the eleven tasks selected. The complete estimates and the components included in each project, as was other projects not selected, are found in the Architectural Program section of the appendix. These budget estimates represent construction cost as of November 1977. Adjustment for the appropriate starting date of construction is necessary to accommodate inflation.

Factors affecting cost not included are site acquisition, off-site utilities, extensive or extraordinary industry cost or industry equipment, professional fees (architectural, legal, and others), movable equipment and furnishings.

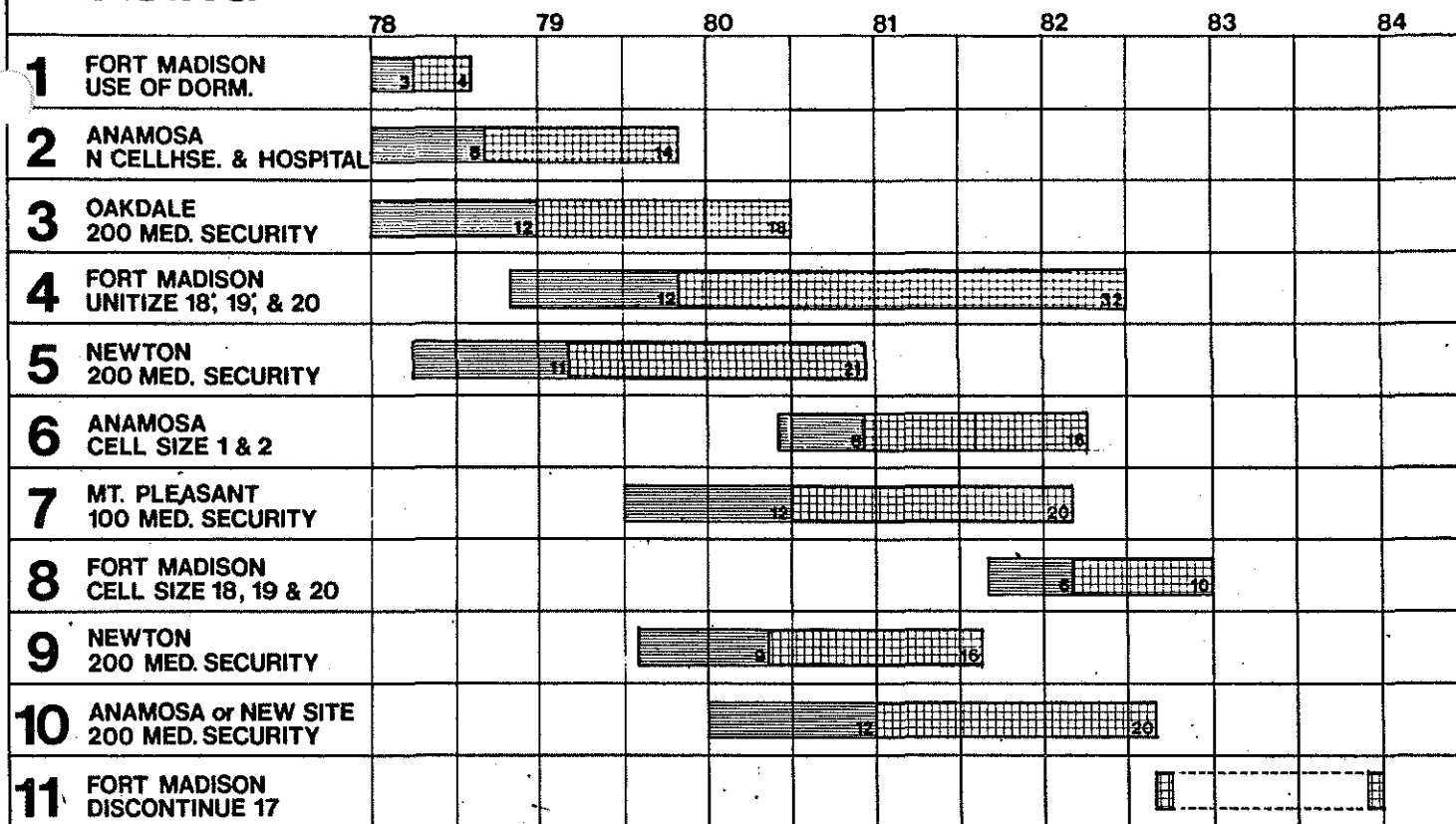
# PHASING

Due to growth and the desire to rehabilitate many of the existing physical plants, phasing must be based on providing an adequate capacity in which change may occur. In some instances there was a logical sequence for events. A list of priorities was established. From these priorities a series of specific events were determined and the sequence required to accomplish these events constructed. An example of such a sequence constructed from a required linear development follows. A high priority within the state system was creating a safer environment for inmate and staff at the State Penitentiary. Unitizing of housing was considered an important objective in this process, but before this could occur added capacity was required to house inmates displaced by construction. Events which allow this are, utilizing the dormitory at Fort Madison, the addition of housing at the North Cellhouse and Hospital at Anamosa, and 200 new housing units at Oakdale. This sequence highlights the four primary elements considered in the development of phasing, the temporary displacement of inmates during construction, the permanent loss of cells due to renovation, growth, and the addition of new housing meeting national standards. Before each task can begin, housing must be provided not only for the temporary loss, but to keep pace with growth.

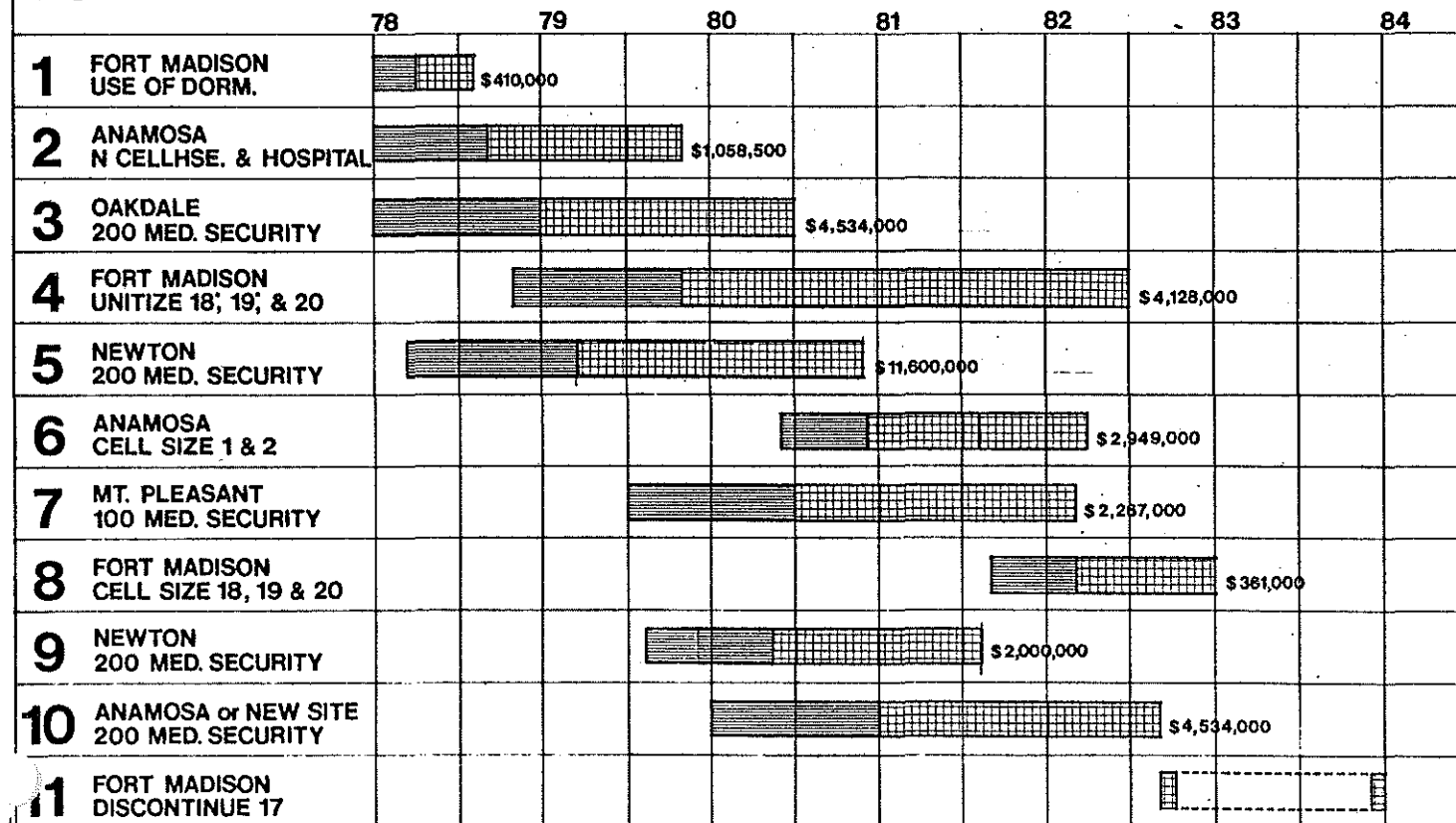
Each task in the phasing is time dependent, and is presented as a guide in development of the system. Monitoring the system at the start and finish of each task is essential, for each change in population may allow certain tasks to progress at a faster rate or in other circumstances to be eliminated.

The diagram utilized to illustrate the phasing, presents the time required for both planning and construction. Planning and construction time are based on utilizing accepted professional technique. Projects having more than one element, such as the unitizing of Cellhouses 18, 19, and 20 at Fort Madison are to be considered a single construction contract with time phasing of individual cellhouse renovation based on capacity available as time of construction.

# PHASING



# FUNDING



\*CELLHOUSES 18 & 19 WILL BE DIVIDED FOR UNITIZING



TOTAL \$33,841,500  
COST:

## **Task Summary**

- 1 Ft. Madison/use of dormitory**
- 2 Anamosa/N cellhse. & hospital**
- 3 Oakdale/200 med. security**
- 4 Ft. Madison/unitize 18, 19, & 20**
- 5 Newton/200 med. security**
- 6 Anamosa/cell size 1 & 2**
- 7 Mt. Pleasant/100 med. security**
- 8 Ft. Madison/cell size 18, 19, & 20**
- 9 Newton/200 med. security**
- 10 Anamosa or New Site/200 med. security**
- 11 Ft. Madison/discontinue 17**

# **1 FORT MADISON**

## **Renovation of Outside Dormitory**

Currently, an existing housing unit at the State Penitentiary is being under utilized. Designed as a dormitory unit for 90 inmates, the facility is being used for vocational education of inmates and staff training. In exploring options for better utilizing of the unit, two directions were identified. The first involves converting the dormitory unit to single occupancy rooms at the medium security level. Difficulty arises with this option in meeting existing building codes. A renovation to single medium security rooms subjects the unit to more stringent code requirements than at the time of its original construction. To meet the code requirements higher costs would be incurred.

The second option is to upgrade the existing unit as a dormitory, and on a temporary basis maintain a 90 man medium security population. On a long term basis a reduced population of 54 inmates would be housed in cubicles which would afford a limited degree of privacy and personal security.

In either the single room or dormitory configuration, security is a major concern. Internal security involves the addition of detention screens to all windows and restricted movement of inmates during the evening and night shifts. Externally, a defined security perimeter must be established. This perimeter will be a double fence with entry via sallyport. Supervision of sallyport and fenced perimeter will be from guard towers, one existing on the wall of the institution, and a new tower to be constructed. With the use of the existing vocational education building, the inmates can eat, sleep, work and recreate within the new facility.

Due to cost and the immediate need for temporary housing in order to proceed with unitization, the dormitory renovation was selected as the more suitable direction to meet current needs. The estimated cost of the building renovation and the perimeter construction is \$410,000.

It is projected that one additional correctional counselor is required and a total of 9.54 correctional officers are needed to provide security at the dormitory. In addition, 4.77 (one position staffed 24 hours a day, 7 days a week) employees are projected to provide perimeter security.

The institution has the option of providing towers or assigning officers to patrol along the fence. Other security personnel projected are to be assigned to the housing units, visiting room, yard, dining room, and gym/recreation area.

The annual minimum personnel cost to the State for the expansion of this facility is \$804,146.

## **2 ANAMOSA N. Cellhouse and Hospital**

As part of an effort to provide adequate housing meeting national standards, a search was conducted to select areas within existing facilities where housing could be obtained at a minimal cost. The intent was to locate areas where construction could proceed immediately and utilize existing structures and utilities to best advantage. Two buildings were located at Anamosa which would meet these needs. Due to a recently completed renovation of the North Cellhouse, space has been vacated in the hospital. With the Medical Services removed, housing may be added on three floors, the basement, first, and second. The first and second floors would be converted to 72 individual rooms. Dayrooms, showers and storage areas would also be provided. This will replace 30 existing housing spaces used for testing. In the basement 16 individual rooms can be provided with dayroom and shower facilities. This replaces 35 man dormitory. The housing addition planned in this option would meet existing standards and not require further modifications in the future.

In the vacant sector of the North Cellhouse, 44 individual rooms and accompanying dayroom area may be added, again these facilities would meet standards. The estimated cost of construction for both the addition of housing would be \$1,058,500.

Based on accepted standards and existing inmate/staff ratios, two correctional counselors and one activity specialist are required to continue providing adequate treatment to all inmates. Security personnel for the housing unit is projected as well as the addition of one position in the yard and extra activities unit. The annual minimum personnel cost to the State for the addition is \$196,098.



# **3 OAKDALE**

## **200 Man Medium Security Unit**

Three options have been isolated for the facility at Oakdale. The existing physical plant is capable of additive growth. This capability should be developed through the construction of one or more of the following elements, a 100 man screening center, a 100 man special maximum security housing unit, or a 200 man medium security housing unit. Each of these elements may be developed in addition to the existing medical unit. The physical plant was initially designed to meet the needs of a population approaching 300 men. This potential should be utilized. In addition, it would also take better advantage of existing administrative and medical facilities presently at the facility.

On the system level, the development of the 200 man medium security would allow for work to proceed in unitizing Fort Madison. In terms of estimated cost, the 200 inmate medium security unit is \$4,534,000 or \$22,670 per inmate. This compares to a per inmate cost of \$31,632 for the joint screening and maximum security facilities that would provide similar utilization of the existing core. It is because of these two factors, system impact and cost, that the medium security unit is recommended.

With respect to staffing, it is assumed that the 200 new inmates will be classified at the medium security level. Furthermore, it is assumed that the existing administrative, general clerical, support services and treatment staff will be able to provide services to the new population. However, due to the significant increase in the facility's capacity, the following additional positions are projected: Director of Security, Dictation Secretary, Foods Services Coordinator, Mail Services Clerk, Counselor, and Chaplain (2). Standards recommend that each institution have two chaplains, though the State may wish to continue contracting this service at Oakdale and other institutions (thus reducing the cost somewhat).

A significant increase is projected for security personnel since the present staff is not capable of handling the influx of 200 inmates. Furthermore, at the present time there is no turnkey area which will be needed with the expansion. The other significant projected personnel increase is for tower/

perimeter security. Such an assignment is basically non-existent at present, but is a necessity when the facility expands.

The institution has the option of providing towers or assigning officers to patrol along the fence. Other security personnel projected are to be assigned to the housing units, visiting room, yard, dining room, and gym/recreation area.

The annual minimum personnel cost to the State for the expansion of this facility is \$804,146.

# **4 FORT MADISON**

## **Unitizing of 18, 19, and 20**

The facility at Fort Madison has served as the primary maximum security corrections institution for Iowa. Due particularly to the nature of its population, its age, and its size, this facility has not been maintained over the course of its long history. For an extended period, general maintenance has been minimal and the physical environment allowed to decay.

The present condition of the physical plant, along with the fact that its planning was based on an entirely different correction philosophy, has made safe, efficient operation difficult. Added to this is the current population level which does not allow for flexible management of inmates.

None of the planning options are inexpensive, and none are ideal solutions to Iowa's corrections problem, but rather they present a means of remedying a portion of these problems over time.

Three general options have been developed for the Fort.

The first option is to continue use of the existing facility but to begin unitization of three of the four cellhouses. This would decrease the management group to provide a safer environment for both inmates and staff. In terms of population, the results would be an institution from 594 to 874 depending on the utilization of the Cellhouse 17. Along with unitization of the cellhouses, specific support facilities would be upgraded.

The major problem not addressed by this option is the lack of programs and facilities needed to occupy the inmates time. Added industry or vocational development is not included.

The second option involves a similar goal of reducing the management size of cellhouses, but this is to be accomplished by reducing the overall population. The result of such reduction is a 300 maximum security facility with single occupancy rooms meeting current national standards. The area previously used to support a larger population could then be developed for vocational or industrial pursuits. Iowa's need for maximum security facilities far exceeds this 300 man population and if this option is followed, additional housing must be provided, either at Anamosa or new construction at another site.

The last option involves the gradual closing of the Fort with Anamosa assuming the key role of maximum security facility. Anamosa is better located for such a role and its condition and image are far better than that of Fort Madison's. This is not to say that much work would not be required for such a transfer. Additionally, new medium security housing would be required to take Anamosa's present population.

Due to the time and cost required for construction of a new maximum security facility and the existing capitol investment in the Fort, the third option would be difficult to approach on the short term, rather a staged strategy, capable of reacting to changes in population is desirable.

Initially the first option at an estimated cost of \$4,128,000 should be developed. It is proposed that Cellhouse 18, 19 North and South, and 20 will be unitized. There will be a total of six units and inmates of each unit will live, work, and eat together with little or no contact with inmates in other units. Presumably, the units will be organized by work or educational functions so that all inmates would either work at the same location or attend classes at the same time. This option can be accomplished with a minimum displacement of inmate.

With respect to staffing, unitization's major effect on the number of required personnel is in treatment and security sections. Specifically, two counselors and one activity specialist will be assigned to each unit. This allocation translates into a need for four more counselors and three additional activity specialists.

In addition, each unit will have two security posts, which significantly expands the manpower requirement for Cellhouses 18 and 19. An additional 15.90 employees and 22.26 employees are required for these cellhouses, respectively. No additional correctional officers are required for Cellhouse 20 since that close custody inmates in this cellhouse require more supervision than the other inmates. Furthermore, it is assumed that with unitization Cellhouse 20 will continue to house close custody inmates. Thus, the number of existing officers is sufficient to man the projected posts in this unit.

The annual minimum personnel cost to the State for the unitization of Cellhouse 18, 19 and 20 is \$605,315.

At a later point in time, upon completion of unitization, cellsizing of the institution should be initiated or its eventual closing programmed. This decision should be based on the current state of the system and the nature of its population, and not simply the previous investment in the facility.

# **5 NEWTON**

## **200 Man Medium Security Unit**

Its size and geographic location within the state corrections system are Newton's greatest assets. Within one hour of the metropolitan Des Moines area and its resources, the large 1500 acre site is well suited for continued development.

Newton provides a quantity of land that would allow for development of a number of varied facilities on the site. With only a small 93 man minimum security facility, the site as a whole is under-utilized. While the possible options for development seem almost limitless, a select number have been determined to have the greatest system-wide potential for development.

The first option involves construction of a 200 man medium security facility. The housing component is to be 200 beds but the support systems will be geared to an eventual population of 400 men. This unit would programmatically tie into the Department of Transportation's Prisoner Employment Program. Its relation to Des Moines and DOT facilities there assist in this connection.

A second option would be the location of a 100 bed housing unit for women in addition to option one. This facility would have the option of utilizing the larger facility for the DOT's program and/or other components. In terms of the state system, this option improves the accessibility for women inmates to a greater variety of programs not presently afforded at the Rockwell City facility.

The third option is the location of a 200 man medium security facility with an equal housing and support composition. This would allow an element of planning flexibility in future development. This flexibility would come at a cost increase for the future that would not occur in option one.

Regardless of which option is selected, this site appears to be excellent for development and should not remain in use for agricultural purposes or under-utilized for correctional use.

As with earlier tasks and sites a single option does not allow the flexibility needed in planning for the intermediate or long range. The first option with its phased housing should be initiated. Determination of the starting date of second phase housing and/or the women's housing unit should be based

on system reaction to growth and the success of the P.E.P. project.

The estimated cost of the first phase housing and the core facilities sized for the eventual 400 man capacity is \$11,600,000.

In determining the staffing levels at the proposed institutions, special attention was given to the American Correctional Association standards and existing staffing patterns at the various adult institutions.

It must be noted that whether an institution's capacity is 200, 400 or 1,000, there is a core staff that is required to effectively and efficiently operate the institution. Appropriate administrative, general clerical, support services, treatment as well as security positions must be allocated.

The annual minimum personnel cost to the State for the development of the Newton institution is \$1,710,046.

# 6 ANAMOSA

## Cell Size Cellhouses One & Two

Unfortunately, the institution at Anamosa is physically similar to the penitentiary at Fort Madison. A walled institution developed in the late 1800's, Anamosa reflects in its physical design an outmoded philosophy toward corrections. A modicum degree of maintenance has left Anamosa in better physical condition than her sister facility. Other factors do not fair as well. The size of individual cells is small, in some cases below 50 square feet and susceptible to legal challenge.

At its inception, Anamosa was planned to house separately a mixed population of men and women. The planning configuration that resulted is one compatible with the concept of creating smaller manageable units for housing areas. It also provides for an operational zoning of activities at a larger scale. In such a configuration night and evening activities can be isolated from daytime activities.

Two approaches have been studied for the "unitizing" of housing. The first is to divide existing cellhouses by the use of security partitions for rearranging the configuration of individual cells. In addition to the sleeping areas, dayrooms would also be divided for smaller populations.

A second approach is to rearrange cells, but in addition increase the cell size so as to meet national standards. In both options, additional entries would be provided to cellhouses to assist in security and fire protection.

The first option is more economical, but it is a false economy for if a cell size ruling is brought against the facility, required alterations would be costly. It is for this reason the cell size approach to unitization should be followed. The estimated cost of \$2,949,000 provides for the removal of interior tiers of cells, and the retaining of the walls and road, and the construction of new individual rooms along the exterior wall. These rooms would relate to existing window patterns and form two levels of two tiers or a total of four floors. Dayroom space would be provided in the center area at an intermediate level between two tiers of rooms, and accessible by a half flight from each room level. Showers and other support facilities would be incorporated into the new center area. With such an arrangement Cellhouses One



and Two would each contain 144 rooms in management units of 72 men each.

As discussed with Task Four, unitization usually requires increased treatment and security personnel. This is also true for the reformatory, yet the bulk of the increased costs is offset by reductions in personnel due to the decrease in the total number of inmates. This reduction (168 inmates) is due to increasing the cell size. Therefore, 7.95 additional correctional officers are required for Cellhouse One, while one counselor position can be eliminated as can 2.68 officers who are assigned to the yard and extra activities unit. Thus, there is a projected increase of 4.27 employees.

The annual minimum personnel cost to the State for the unitization of Cellhouse One is \$47,136.

# 7 MOUNT PLEASANT

## 100 Man Medium Security Unit

With its current capacity of 144 medium security inmates, Mount Pleasant is suffering limited deficiencies in providing support facilities. Specifically, functions such as education, dining, recreation and treatment have insufficient area for this population. To remedy this and better use the utilities and site area of the existing Mental Health Institution, additional facilities of housing and support should be developed. The unit would primarily be housing but would also provide additional area for functions currently lacking. A number of options exist as to who the population of this unit should be. It could be any number of medium security groups; general medium security population, addicted inmates, D.U.I.'s, or medium security inmates who qualify for specific programs of vocational or general education. Another option is to use the unit for maximum security inmates. This option would not assist in relieving the burden on the existing medium facility, since mixing of populations would be avoided. In cost and the area required, the maximum security unit would be significantly greater. Community reaction to a higher security population must also be considered. Due to a minimum of \$401,000 increase in cost plus possible reduction in medium security population or additional construction to relieve existing deficiencies, the maximum security option is deemed unacceptable.

Regardless of population type, the number of beds should be approximately 100 so as not to compromise the security and safety of the facility.

The resulting population of 244 should be developed as a model of how utilization of existing state owned facilities can be developed and co-exist with other functions.

The 69% increase in population will require a larger administrative, general clerical, support services, treatment and security staff. The medical services section is projected to expand by three people, as is support services. The other major staff increases are in the security section where more correctional officers are required in the new housing unit as well as the visiting room, yard, dining room, medical services, and extra activities unit.

The cost of constructing a 100 man medium security housing unit with limited support facilities as defined in the architectural program contained in the appendix is \$2,267,000 in November 1977 dollar.

The annual minimum personnel cost to the State for the expansion of Mount Pleasant is \$424,991.

Continued future development of this site is limited by adjacent land use and site area. If additional development is deemed desirable, the remaining Mental Health Facility should be viewed for its feasibility for conversion for corrections needs.

# **8 FORT MADISON**

## **Cell Size Cellhouses 18, 19, & 20**

As with Anamosa, cell sizes in housing at the Penitentiary are a serious concern. Most cells are larger than those located at Anamosa, but still fall short of national standards in area and other criteria. To increase area of individual cells, two existing cells will be combined into a single living unit. This will facilitate meeting area standards. Improvements in electrical, mechanical and ventilation systems will accompany the cell size improvement to meet standards. The estimated cost of these improvements is \$361,000.

Completing the cell size changes at the penitentiary will reduce the population in Cellhouses 18, 19 and 20 by about 50%. The unitization system established in Phase Five was based on the population prior to altering the cell size. Consequently, upon the reduction in inmate capacity, it is projected that the number of units will be reduced to four (one unit in Cellhouse 18, 19 North, 19 South, and 20). Therefore, there is a decrease of four counselors, two activity specialists, 9.54 correctional supervisors, and 9.54 correctional officers.

The annual minimum personnel cost reduction to the State for the completion of the cell size change at the penitentiary is \$331,800.

# **9 NEWTON**

## **200 Man Medium Security Housing**

As mentioned previously in Task Five, Newton because of the site's size and central location, should be developed into a major correction facility. The development of a 200 man medium security housing capacity with an oversized support unit was recommended. The 200 man facility would be involved in the Department of Transportation's P.E.P. program. Gauged on the success of P.E.P., the development of the second 200 man housing unit would progress. The estimated cost of the housing unit is \$2,000,000.

The proposed increase in the inmate capacity at Newton results in greater workloads for the administrative, general clerical, support services, treatment and security staff. Consequently, personnel increases are projected for these sections. The specific projections are based on inmate-staff ratios as a comparison with existing institutions.

The annual minimum personnel cost to the State for the expansion is \$745,256.

# **10 ANAMOSA or NEW SITE**

## **200 Man Medium Security**

As a means of providing housing meeting national standards to parallel growth, a residential unit with limited support for 200 medium security inmates is recommended. This housing could be located at Anamosa or a new site. A new site would allow a degree of flexibility in adjusting to state-wide population patterns, whereas the Anamosa site would not. The potential for linking a development at Anamosa into its existing institution on a temporary basis must be weighed against system-wide flexibility. This decision is best proposed until the nature and origin of the corrections population is known. Estimated cost for the housing unit is \$4,534,000.

Regardless of the selection, the staffing would be similar. The projected expansion of the penitentiary by 200 men will only have an effect on staff in direct contact with inmates, i.e., treatment and security. Three additional counselors are required as well as one activity specialist. Besides additional security personnel required at the new housing units, increased personnel are projected for the yard and extra activities function.

The annual minimum personnel cost to the State for the expansion of Anamosa is \$366,525.

It should be noted that if housing and limited support facilities are developed at a new site, further commitment will be required at a later time for additional support facilities.

# **11 FORT MADISON**

## **Discontinue Use of Cellhouse 17**

A cost estimate for unitization of Cellhouse 17 was compiled to gauge the project's feasibility. This estimate was \$2.7 million and was based on upgrading the facility to meet national standards for inmate housing. This extremely high cost is a reflection of the age and condition and nature of construction of this cellhouse. At this cost level, renovation and unitization of Cellhouse 17 is economically unfeasible. Rather than continued operation in its present condition, discontinuing use of this cellhouse is recommended. This action results in a loss of 318 inmates at the penitentiary. The decrease translates into a reduction in the clerical, treatment and security staff. The degree of projected personnel cutbacks is based on existing staff levels as well as accepted correctional standards.

The annual minimum personnel cost reduction to the State for discontinuing the use of Cellhouse 17 is \$432,441.

STARTING COSTS  
FOR  
ALTERNATIVES



## STAFFING COSTS

## INTRODUCTION

The following table lists the total personnel cost of providing institutional space for a maximum of 2,846 adult inmates by 1982. The present capacity is for 2,269 inmates, and the proposed alterations are to be undertaken over thirteen phases.

The phased plan is not designed to distribute the increase of 577 inmates over thirteen stages. Rather, the policy is to renovate existing institutions as well as to provide additional institutional space. This renovation includes the discontinued use of certain cell-houses at the penitentiary and reformatory. In addition, the unitization and changing of the cell size at the penitentiary and reformatory will further alter the population at these institutions. Consequently, the inmate capacities at Fort Madison and Anamosa are projected to drop 35% and 20%, respectively.

The personnel costs are based on the assumption that new employees will be hired during any expansion. It should be noted, however, that as personnel are advanced along the salary scale the costs can be expected to rise as much as 20%. The costs (or savings) involved with each phase are listed in the appendix. Besides displaying the minimum hiring rate, the maximum rate is included as a basis for comparison.

Following the table is a description of the personnel changes required for each phase, with the actual computations listed in the appendix. Though each phase was analyzed separately, there are common factors contributing to each projection. The factors are: American Correctional Association staffing guidelines, an on-site evaluation of the existing institutions, interviews with staff members, and Consultant experiences with other correctional institutions.

In addition, there are five basic assumptions made that should be noted at this time. First, except in unitization cases, security personnel are assigned to each housing unit on the basis of one post per 100 inmates. Each post will be manned by one supervisor, one correctional officer in the morning and evening shift and two correctional officers during the afternoon shift.

Second, absenteeism, whether for vacation, illness or some other reason, must be considered when determining the staffing level of correctional officers. The standard formula used is to assume that one position to be adequately staffed during one-shift, seven days a week, requires 1.59 employees per year. A position to be staffed five days a week requires 1.09 employees each year. These factors are displayed in parenthesis in the appendix.

institution has the option of providing towers or assigning officers to patrol along the fence. Other security personnel projected are to be assigned to the housing units, visiting room, yard, dining room, and gym/recreation area.

The annual minimum personnel cost to the State for the expansion of this facility is \$804,146.

#### PHASE FOUR

##### THE CONSTRUCTION OF A 100 MAN UNIT AT MT. PLEASANT

It is projected that the Mt. Pleasant institution will increase in size from its present capacity of 144 to 244. This 69% increase will require a larger administrative, general clerical, support services, treatment and security staff. The medical services section is projected to expand by three people, as is support services. The other major staff increases are in the security section where more correctional officers are required in the new housing unit as well as the visiting room, yard, dining room, medical services, and extra activities unit.

The annual minimum personnel cost to the State for the expansion of Mt. Pleasant is \$424,991.

#### PHASE FIVE

##### THE UNITIZATION OF THE PENITENTIARY

It is proposed that Cellhouse 18, 19 North and South, and 20 will be unitized. There will be a total of six units and inmates of each unit will live, work, and eat together with little or no contact with inmates in other units. Presumably, the units will be organized by work or education function so that all inmates would either work at the same location or attend classes at the same time.

Unitization's major effect on the number of required personnel is in treatment and security sections. Specifically, two counselors and one activity specialist will be assigned to each unit. This allocation translates into a need for four more counselors and three additional activity specialists.

In addition, each unit will have two security posts, which significantly expands the manpower requirement for Cellhouse 18 and 19. An additional 15.90 employees and 22.26 employees are required for these cellhouses, respectively. No additional correctional officers are required for Cellhouse 20 since that close custody inmates in this cellhouse require more supervision than the other inmates. Furthermore, it is assumed that with unitization Cellhouse 20 will continue to house close custody inmates. Thus, the number of existing officers is sufficient to man the projected posts in this unit.

The annual minimum personnel cost to the State for the unitization of Cellhouses 18, 19 and 20 is \$605,315.

#### PHASE SIX

##### THE CONSTRUCTION OF A 200 MAN UNIT AT THE REFORMATORY

The projected expansion of the reformatory by 200 men will only have an effect on those staff members in direct contact with the inmates, i.e., treatment and security. Three additional counselors are required as well as one activity specialist. Besides additional security personnel required at the new housing unit, increased personnel are projected for the yard and extra activities function.

The annual minimum personnel cost to the State for the expansion of the reformatory is \$366,525.

#### PHASE SEVEN

##### THE CELL SIZE AND UNITIZATION OF CELLHOUSE ONE AT THE REFORMATORY

As discussed in the Phase Six discussion, unitization usually requires increased treatment and security personnel. This is also true for the reformatory, yet the bulk of the increased costs is offset by reductions in personnel due to the decrease in the total number of inmates. This reduction (168 inmates) is due to increasing the cell size.

Therefore, 7.95 additional correctional officers are required for Cellhouse One, while one counselor position can be eliminated, as can 2.68 officers who are assigned to the yard and extra activities unit. Thus, there is a projected increase of 4.27 employees.

The annual minimum personnel cost to the State for the unitization of Cellhouse One is \$47,136.

#### PHASE EIGHT

##### THE DEVELOPMENT OF A 200 MAN FACILITY AT NEWTON AND A NEW SITE

In determining the staffing levels at the proposed institutions, special attention was given to the American Correctional Association standards and existing staffing patterns at the various adult institutions.

It must be noted that whether an institution's capacity is 200, 400 or 1,000 there is a core staff that is required to effectively and efficiently operate the institution. Appropriate administrative, general clerical, support services, treatment as well as security positions must be allocated.

The annual minimum personnel cost to the State for the development of the Newton and the New Site institutions is \$3,420,092.

#### PHASE NINE

##### THE DISCONTINUED USE OF CELLHOUSE TWO AT THE REFORMATORY

The discontinued use of Cellhouse Two results in a loss of 314 cells at the reformatory. This decrease translates into a reduction of the clerical, treatment and security staff. The degree of projected personnel cutbacks is based on existing staff levels as well as accepted correctional standards.

The annual minimum personnel cost reduction to the State for discontinuing the use of Cellhouse Two is \$379,199.

## PHASE TEN

### THE CONSTRUCTION OF A 200 MAN UNIT AT THE PENITENTIARY

The projected expansion of the penitentiary by 200 men will only have an effect on staff in direct contact with the inmates, i.e., treatment and security. Three additional counselors are required as well as one activity specialist. Besides additional security personnel required at the new housing units, increased personnel are projected for the yard and extra activities function.

The annual minimum personnel cost to the State for the expansion of the penitentiary is \$366,525.

## PHASE ELEVEN

### THE COMPLETION OF CELL SIZE CHANGES AT THE PENITENTIARY

Completing the cell size changes at the penitentiary will reduce the population in Cellhouses 18, 19 North and South, and 20 by about 50%. The unitization system established in Phase Five (six units) was based on the population prior to altering the cell size. Consequently, upon the reduction in inmate capacity it is projected that the number of units will be reduced to four (one unit in Cellhouse 18, 19 North, 19 South, and 20). Therefore, there is a decrease of four counselors, two activity specialists, 9.54 correctional supervisors, and 9.54 correctional officers.

The annual minimum personnel cost reduction to the State for the completion of the cell size change at the penitentiary is \$331,800.

## PHASE TWELVE

### THE CONSTRUCTION OF A 200 MAN UNIT AT NEWTON AND THE NEW SITE

The proposed increase in the inmate capacity at Newton and the New Site results in greater workload for the administrative, general clerical, support services, treatment and security staff. Consequently, personnel increases are projected for these sections. The specific projections are based on inmate:staff ratios as well as a comparison with existing institutions.

The annual minimum personnel cost to the State for the expansion of the Newton and New Site institution is \$1,490,512.

## PHASE THIRTEEN

### THE DISCONTINUED USE OF CELLHOUSE 17 AT THE PENITENTIARY

The discontinued use of Cellhouse 17 results in a loss of 318 inmates at the penitentiary. This decrease translates into a reduction in the clerical, treatment and security staff. The degree of projected personnel cutbacks is based on existing staff levels as well as accepted correctional standards.

The annual minimum personnel cost reduction to the State for discontinuing the use of Cellhouse 17 is \$432,441.

PHASE ONE

USE OF OUTSIDE DORMITORY AT THE PENITENTIARY  
-PROJECTED PERSONNEL COST INCREASE-

<u>POSITION</u>	<u>CLASS TITLE</u>	<u>MINIMUM RATE</u>	<u>MAXIMUM RATE</u>
<u>Treatment</u>			
Social Services: Counselor	Correctional Counselor I	\$ 11,394	\$ 15,595
<u>Security</u>			
Housing Unit	Correctional Supervisor II (3.18)	12,402	16,692
	Correctional Officer II (1.59)	9,897	13,566
	Correctional Officer I (4.77)	9,067	12,387
Perimeter Security	Correctional Officer I (4.77)	9,067	12,387
TOTAL :		\$ 153,068	- \$ 208,417
Benefits Payment		38,267	- 52,104
GRAND TOTAL		\$ 191,355	- \$ 260,521



PHASE TWO

THE ADDITION OF 132 CELLS IN NORTH CELL HOUSE  
AND IN THE HOSPITAL AT THE REFORMATORY  
-PROJECTED PERSONNEL COST INCREASE-

<u>POSITION</u>	<u>CLASS TITLE</u>		<u>MINIMUM RATE</u>	<u>MAXIMUM RATE</u>
<u>Treatment</u>				
Social Services:				
Counselor	Correctional Counselor II		\$ 12,438	\$ 16,750
	Correctional Counselor I		11,394	15,545
Recreation:				
Activity Specialist	Activity Specialist I		10,322	14,118
<u>Security</u>				
Housing Unit-North	Correctional Supervisor II	(3.18)	12,402	16,692
	Correctional Officer II	(1.59)	9,897	13,566
	Correctional Officer I	(4.77)	9,067	12,387
Yard	Correctional Officer I	(1.59)	9,067	12,387
Extra Activities	Correctional Officer I	(1.09)	9,067	12,387
TOTAL			\$ 156,878	- \$ 213,347
Benefits Payment			39,220	- 53,337
GRAND TOTAL			\$ 196,098	- \$ 266,683

Third, it is assumed that the current practice of contracting for academic and vocational education services at adult institutions will continue. Consequently, no education personnel are projected in any of the phases.

Fourth, it is assumed that Iowa State Industries will continue to be self-sufficient and have complete responsibility for the funding of each position. Therefore, the extent of the industries program at existing or proposed facilities should have no bearing on State personnel costs.

Fifth, in determining total personnel costs it is not sufficient to consider only salaries. The State must also make payments for benefits such as retirement and health insurance. Consequently, after consulting with the State the total salary cost was multiplied by 25% to obtain the State's total personnel costs.

#### PHASE ONE

##### USE OF OUTSIDE DORMITORY AT THE PENITENTIARY

Presently, there is an unused dormitory facility outside the walls of the penitentiary. It is projected that this housing unit will be re-opened in the near future, adding 54 inmates to the capacity of the institution. Based on standards mentioned earlier it is projected that one additional correctional counselor is required and a total of 9.54 correctional officers are needed to provide security at the dormitory. In addition, 4.77 (one position staffed 24 hours a day, 7 days a week) employees are projected to provide perimeter security. This position is required since the housing facility is located outside the walls of the penitentiary.

The annual minimum personnel cost to the State for the addition of the dormitory is \$191,335.

## PHASE TWO

### THE ADDITION OF 132 CELLS IN NORTH CELL HOUSE AND IN THE HOSPITAL AT THE REFORMATORY

It is projected that the capacity at Anamosa will initially increase by 132 inmates with the addition of cells in the North Cell House and hospital. Based on accepted standards and existing inmate:staff ratios, two correctional counselors and one activity specialist are required to continue providing adequate treatment to all inmates. Security personnel for the housing unit is projected as well as the addition of one position in the yard and extra activities unit.

The annual minimum personnel cost to the State for the addition of the 132 cells is \$196,098.

## PHASE THREE

### THE CONSTRUCTION OF A 200 MAN UNIT AT THE OAKDALE MEDICAL SECURITY FACILITY

It is projected that the Oakdale Medical Security Facility will expand from its present capacity of 96 to 296. It is assumed that the 200 new inmates will be classified at the medium security level. Furthermore, it is assumed that the existing administrative, general clerical, support services and treatment staff will be able to provide services to the new population. However, due to the significant increase in the facility's capacity, the following additional positions are projected: Director of Security, Dictation Secretary, Foods Services Coordinator, Mail Services Clerk, Counselor, and Chaplain (2). Standards recommend that each institution have two chaplains, though the State may wish to continue contracting this service at Oakdale and other institutions (thus reducing the cost somewhat).

A significant increase is projected for security personnel since the present staff is not capable of handling the influx of 200 inmates. Furthermore, at the present time there is no turnkey area which will be needed with the expansion. The other significant projected personnel increase is for tower/perimeter security. Such an assignment is basically non-existent at present, but is a necessity when the facility expands. The

# PHASE THREE

## THE CONSTRUCTION OF A 200 MAN UNIT AT THE OAKDALE MEDICAL SECURITY FACILITY -PROJECTED PERSONNEL COST INCREASE-

<u>POSITION</u>	<u>CLASS TITLE</u>	<u>MINIMUM RATE</u>	<u>MAXIMUM RATE</u>
<u>Administrative</u>			
Director of Security	Corrections Security Director	\$ 16,198	\$ 22,360
<u>General Clerical</u>			
Dictation Secretary	Dictation Machine Transcriber	6,968	9,412
<u>Support Services</u>			
Food Services Coord.	Corrections Food Services Coord.	9,948	13,510
<u>Treatment</u>			
Mail Services: Clerk	Mail Clerk II	7,816	10,390
Social Services: Counselor	Correctional Counselor I (4)	11,394	15,545
Religious Services: Chaplain (2)	Chaplain	11,930	16,268
<u>Security</u>			
Turnkey Area Control	Correctional Officer III (4.77)	10,834	14,824
Shakedown	Correctional Officer II (3.18)	9,897	13,566
	Correctional Officer I (1.59)	9,067	12,387
T.V. Surveillance	Correctional Officer II (3.18)	9,897	13,566
	Correctional Officer I (1.59)	9,067	12,387
Housing Unit A	Correctional Supervisor II (3.18)	12,402	16,692
	Correctional Officer II (1.59)	9,897	13,566
	Correctional Officer I (4.77)	9,067	12,387
Housing Unit B	Correctional Supervisor II (3.18)	12,402	16,692
	Correctional Officer II (1.59)	9,897	13,566
	Correctional Officer I (4.77)	9,067	12,387
<u>Tower/Perimeter Security</u>			
One	Correctional Officer II (1.59)	9,897	13,566
	Correctional Officer I (3.18)	9,067	12,387
Two	Correctional Officer II (1.59)	9,897	13,566
	Correctional Officer I (1.59)	9,067	12,387
Three	Correctional Officer II (1.59)	9,897	13,566
	Correctional Officer I (1.59)	9,067	12,387

PHASE THREE (cont.)

<u>POSITION</u>	<u>CLASS TITLE</u>		<u>MINIMUM RATE</u>	<u>MAXIMUM RATE</u>
Visiting Room	Correctional Supervisor II	(1.59)	\$ 12,402	\$ 16,692
	Correctional Officer I	(1.59)	9,067	12,387
Yard	Correctional Officer II	(1.59)	9,897	13,566
	Correctional Officer I	(4.77)	9,067	12,387
Dining Room	Correctional Officer I	(1.59)	9,067	12,387
Gym/Recreation Area	Correctional Officer I	(1.59)	9,067	12,387
TOTAL			\$ 677,499 -	\$ 924,015
Benefits Payment			169,374	231,004
GRAND TOTAL			\$ 846,873 -	\$ 1,155,019

PHASE FOUR

THE CONSTRUCTION OF A 100 MAN UNIT  
AT MT. PLEASANT  
-PROJECTED PERSONNEL COST INCREASE-

<u>POSITION</u>	<u>CLASS TITLE</u>	<u>MINIMUM RATE</u>	<u>MAXIMUM RATE</u>
<u>Administrative</u>			
Director of Security	Corrections Security Director	\$ 16,198	\$ 22,360
Administrative Asst	Administrative Assistant II	11,882	16,198
<u>General Clerical</u>			
Accounting Clerk	Accounting Clerk II	7,956	10,816
Storekeeper	Storekeeper III	9,532	12,964
<u>Support Services</u>			
Maintenance Supervisor	Maintenance Repairs Supervisor	13,624	14,794
Maintenance Worker	Maintenance Repairs Leader	11,872	12,964
Food Svcs Coordinator	Corrections Food Service Coord	9,948	13,510
<u>Treatment</u>			
Mail Services Clerk	Mail Clerk II	7,816	10,390
Medical Services			
Medical Technologist	Medical Technologist	10,816	14,794
Nursing Svcs Dir	Nursing Services Director	14,118	19,344
Nurse	Nurse I	10,816	14,794
Psychologist Services: Psychological	Psychologist II	14,794	20,280
Religious Services: Chaplain (2)	Chaplain	11,930	16,268
<u>Security</u>			
Housing Unit A	Correctional Supervisor II (3.18)	12,402	16,692
	Correctional Officer II (1.59)	9,897	13,566
	Correctional Officer I (4.77)	9,067	12,387
Visiting Room	Correctional Officer I (1.59)	9,067	12,387
Yard	Correctional Officer I (1.59)	9,067	12,387
Dining Room	Correctional Officer I (1.59)	9,067	12,387
Medical Services	Correctional Officer I (1.59)	9,067	12,387
Extra Activities	Correctional Officer II (1.09)	9,897	13,566
	Correctional Officer I (1.09)	9,067	12,387
TOTAL		\$ 339,993 -	\$ 456,551
Benefits Payment		84,998 -	114,138
GRAND TOTAL		\$ 424,991 -	\$ 570,689

PHASE FIVE

THE UNITIZATION OF THE PENITENTIARY  
-PROJECTED PERSONNEL COST INCREASE-

<u>POSITION</u>	<u>CLASS TITLE</u>	<u>MINIMUM RATE</u>	<u>MAXIMUM RATE</u>
<u>Treatment</u>			
Social Services:			
Counselor (2)	Correctional Counselor II	\$ 12,438	\$ 16,750
Counselor (2)	Correctional Counselor I	11,394	15,545
Recreation:			
Activity Specialist (3)	Activity Specialist I	10,322	14,118
<u>Security</u>			
Cellhouse 18	Correctional Supervisor (6.36)	12,402	16,692
	Correctional Officer II (3.18)	9,897	13,566
	Correctional Officer I (6.36)	9,067	12,387
Cellhouse 19	Correctional Supervisor II (9.54)	12,402	16,692
	Correctional Officer II (4.77)	9,897	13,566
	Correctional Officer I (7.95)	9,067	12,387
TOTAL		\$ 484,252	- \$ 657,454
Benefits Payment		121,063	164,364
GRAND TOTAL		\$ 605,315	- \$ 821,818

PHASE SIX

THE CONSTRUCTION OF A 200 MAN UNIT  
AT THE REFORMATORY  
-PROJECTED PERSONNEL COST INCREASE-

<u>POSITION</u>	<u>CLASS TITLE</u>	<u>MINIMUM RATE</u>	<u>MAXIMUM RATE</u>
<u>Treatment</u>			
Social Services:			
Counselor	Correctional Counselor II	\$ 12,438	\$ 16,750
Counselor (2)	Correctional Counselor I	11,394	15,545
Recreation:			
Activity Specialist	Activity Specialist I	10,322	14,118
<u>Security</u>			
Housing Unit A	Correctional Supervisor II (3.18)	12,402	16,692
	Correctional Officer II (1.59)	9,897	13,566
	Correctional Officer I (4.77)	9,067	12,387
Housing Unit B	Correctional Supervisor II (3.18)	12,402	16,692
	Correctional Officer II (1.59)	9,897	13,566
	Correctional Officer I (4.77)	9,067	12,387
Yard	Correctional Officer II (1.59)	9,897	13,566
	Correctional Officer I (1.59)	9,067	12,387
Extra Activities	Correctional Officer II (1.09)	9,897	13,566
	Correctional Officer I (1.09)	9,067	12,387
TOTAL		\$ 293,220	- \$ 398,985
Benefits Payment		73,305	99,746
GRAND TOTAL		\$ 366,525	- \$ 498,731



PHASE SEVEN

THE CELL SIZE AND UNITIZATION OF CELLHOUSE ONE  
AT THE REFORMATORY  
-PROJECTED PERSONNEL COST INCREASE/REDUCTION-

<u>POSITION</u>	<u>CLASS TITLE</u>		<u>MINIMUM RATE</u>	<u>MAXIMUM RATE</u>
Increased Costs:				
<u>Security</u>				
Cellhouse One	Correctional Officer II	(1.59)	\$ 9,897	\$ 13,566
	Correctional Officer I	(6.36)	9,067	12,387
	TOTAL		\$ 74,402	- \$ 100,351
Decreased Costs:				
<u>Treatment</u>				
Social Services: Counselor	Correctional Counselor I		\$ 11,394	\$ 15,545
<u>Security</u>				
Yard	Correctional Officer I	(1.59)	\$ 9,067	\$ 12,387
Extra Activities	Correctional Officer I	(1.09)	9,067	12,387
	TOTAL		\$ 35,693	- \$ 51,609
	Benefits Payment		9,427	12,902
			\$ 47,136	- \$ 64,511

PHASE EIGHT  
THE DEVELOPMENT OF A 200 MAN FACILITY  
AT NEWTON  
-PROJECTED PERSONNEL COSTS-

<u>POSITION</u>	<u>CLASS TITLE</u>	<u>MINIMUM RATE</u>	<u>MAXIMUM RATE</u>
<u>Administrative</u>			
Warden	Superintendent II	\$ 20,280	\$ 28,574
Director of Security	Corrections Security Director	16,198	22,360
Director of Treatment	Corrections Treatment Director	16,198	22,360
Administrative Officer	Administrative Officer IV	13,052	17,550
Personnel Officer	Personnel Officer II	13,052	17,550
Training Officer	Training Officer, I	13,052	17,550
<u>General Clerical</u>			
Accounting Clerk	Accounting Clerk II	7,956	10,816
Clerk (3)	Clerk II	6,318	8,606
Clerk Stenographer	Clerk Stenographer II	6,968	9,412
Clerk Typist	Clerk Typist III	7,280	9,854
Secretary (3)	Secretary II	8,268	11,336
Storekeeper	Storekeeper II	9,532	12,964
Dietitian	Dietitian III	13,624	18,408
Power Plant Operations Manager	Plant Operations Manager II	14,118	19,344
Power Plant Supervisor	Chief Power Plant Engineer	13,624	14,794
Power Plant Engineer (4)	Power Plant Engineer III	11,352	12,366
Building and Grounds Supv	Building Services Supervisor II	11,882	16,198
Maintenance Supervisor	Maintenance Repairs Supervisor	13,624	14,794
Maintenance Worker (3)	Maintenance Repiars Leader	11,872	12,964
Food Services Coord (3)	Corrections Food Services Coordinator	9,948	13,510
<u>Treatment</u>			
Mail Services: Clerk	Mail Clerk II	7,816	10,390
Medical Services:			
Medical Technologist	Medical Technologist	10,816	14,794
Nursing Services Dir	Nursing Services Director	14,118	19,344
Nurse	Nurse III	13,052	17,550
Nurse (4)	Nurse I	10,816	14,794
Pharmacist	Pharmacist	14,794	20,280
Secretary	Secretary II	8,268	11,336
Psychological Services: Psychologist	Psychologist II	14,794	20,280
Social Services:			
Social Services Supv	Social Worker IV	13,052	17,550
Counselor (2)	Correctional Counselor II	12,438	16,750
Counselor (2)	Correctional Counselor I	11,394	15,545
Religious Services Chaplain (2)	Chaplain	11,930	16,268
Recreation Activity Specialist	Activity Specialist II	12,402	16,692
	Activity Specialist I	10,322	14,118

PHASE EIGHT (cont.)

<u>POSITION</u>	<u>CLASS TITLE</u>		<u>MINIMUM RATE</u>	<u>MAXIMUM RATE</u>
<u>Security</u>				
Shift Administration	Correctional Supervisor III	(4.77)	\$ 13,624	\$ 18,408
Turnkey Area				
Control	Correctional Officer III	(4.77)	10,834	14,824
Shakedown	Correctional Officer II	(3.18)	9,897	13,566
	Correctional Officer I	(1.59)	9,067	12,387
T.V. Surveillance	Correctional Officer II	(3.18)	9,897	13,566
	Correctional Officer I	(1.59)	9,067	12,387
Housing Unit #1	Correctional Supervisor II	(4.77)	12,402	16,692
	Correctional Officer II	(3.18)	9,897	13,566
	Correctional Officer I	(9.54)	9,067	12,387
Tower/Perimeter Security				
One	Correctional Officer II	(1.59)	9,897	13,566
	Correctional Officer I	(3.18)	9,067	12,387
Two	Correctional Officer II	(1.59)	9,897	13,566
	Correctional Officer I	(1.59)	9,067	12,387
Visiting Room	Correctional Supervisor II	(1.59)	12,402	16,692
	Correctional Officer I	(1.59)	9,067	12,387
Yard	Correctional Supervisor II	(3.18)	12,402	16,692
	Correctional Officer II	(1.59)	9,897	13,566
	Correctional Officer I	(3.18)	9,067	12,387
Dining Room	Correctional Officer II	(3.18)	9,897	13,566
	Correctional Officer I	(3.18)	9,067	12,387
Gym/Recreation Area	Correctional Officer I	(3.18)	9,067	12,387
Medical Services	Correctional Supervisor	(1.09)	12,402	16,692
	Correctional Officer II	(1.59)	9,897	13,566
	Correctional Officer I	(1.59)	9,067	12,387
Investigation	Correctional Officer III	(4.77)	10,834	14,824
Vehicle Entry	Correctional Officer II	(1.09)	9,897	13,566
Housing	Correctional Supervisor III	(1.09)	13,624	18,408
Extra Activities	Correctional Officer II	(1.09)	9,897	13,566
	Correctional Officer I	(2.18)	9,067	12,387
Transportation	Correctional Officer II	(1.09)	9,897	13,566
	Correctional Officer I	(3.18)	9,067	12,387
TOTAL			\$ 1,501,471	\$ 1,935,066
Benefits Payment			375,368	483,951
GRAND TOTAL			\$ 1,876,839	\$ 2,419,017

PHASE EIGHT  
THE DEVELOPMENT OF A 200 MAN FACILITY  
AT THE NEW SITE  
-PROJECTED PERSONNEL COSTS-

<u>POSITION</u>	<u>CLASS TITLE</u>	<u>MINIMUM RATE</u>	<u>MAXIMUM RATE</u>
<u>Administrative</u>			
Warden	Superintendent II	\$ 20,280	\$ 28,574
Director of Security	Corrections Security Director	16,198	22,360
Director of Treatment	Corrections Treatment Director	16,198	22,360
Administrative Officer	Administrative Officer II	13,052	17,550
Personnel Officer	Personnel Officer II	13,052	17,550
Training Officer	Training Officer I	13,052	17,550
<u>General Clerical</u>			
Accounting Clerk	Accounting Clerk II	7,956	10,816
Clerk	Clerk II	6,318	8,606
Clerk Stenographer	Clerk Stenographer II	6,968	9,412
Clerk Typist	Clerk Typist III	7,280	9,854
Secretary	Secretary II	8,268	11,336
Storekeeper	Storekeeper II	9,532	12,964
<u>Support Services</u>			
Dietitian	Dietitian III	13,624	18,408
Power Plant Operations Manager	Plant Operations Manager II	14,118	19,344
Power Plant Supervisor	Chief Power Plant Engineer	13,624	14,794
Power Plant Engineer (4)	Power Plant Engineer III	11,352	12,366
Building and Grounds Supv	Building Services Supv II	11,882	16,198
Maintenance Supervisor	Maintenance Repairs Supervisor	13,624	14,794
Maintenance Worker (3)	Maintenance Repairs Leader	11,872	12,964
Food Services Coord (3)	Corrections Food Service Coord	9,948	13,510
<u>Treatment</u>			
Mail Services: Clerk	Mail Clerk II	7,816	10,390
Medical Services:			
Medical Technologist	Medical Technologist	10,816	14,794
Nursing Svcs Director	Nursing Services Director	14,118	19,344
Nurse	Nurse III	13,052	17,550
Nurse (2)	Nurse I	10,816	14,794
Pharmacist	Pharmacist	14,794	20,280
Secretary	Secretary II	8,268	11,336
Psychological Services: Psychologist	Psychologist II	14,794	20,280
Social Services:			
Social Services Supv	Social Worker IV	13,052	17,550
Counselor (2)	Correctional Counselor II	12,438	16,750
Counselor (2)	Correctional Counselor I	11,394	15,545
Religious Services: Chaplain (2)	Chaplain	11,930	16,268
Recreation:			
Activity Specialist	Activity Specialist II	12,402	16,692
Activity Specialist	Activity Specialist I	10,322	14,118

PHASE EIGHT (cont.)

<u>POSITION</u>	<u>CLASS TITLE</u>		<u>MINIMUM RATE</u>	<u>MAXIMUM RATE</u>
<u>Security</u>				
Shift Administration	Correctional Supervisor III	(4.77)	\$ 13,624	\$ 18,408
Turnkey Area				
Control	Correctional Officer III	(4.77)	10,834	14,824
Shakedown	Correctional Officer II	(3.18)	9,897	13,566
	Correctional Officer I	(1.59)	9,067	12,387
T.V. Surveillance	Correctional Officer II	(3.18)	9,897	13,566
	Correctional Officer I	(1.59)	9,067	12,387
Housing Unit #1	Correctional Supervisor II	(4.77)	12,402	16,692
	Correctional Officer II	(3.18)	9,897	13,566
	Correctional Officer I	(9.54)	9,067	12,387
Tower/Perimeter Security				
One	Correctional Officer II	(1.59)	9,897	13,566
	Correctional Officer I	(3.18)	9,067	12,387
Two	Correctional Officer II	(1.59)	9,897	13,566
	Correctional Officer I	(1.59)	9,067	12,387
Visiting Room	Correctional Supervisor II	(1.59)	12,402	16,692
	Correctional Officer I	(1.59)	9,067	12,387
Yard	Correctional Supervisor II	(3.18)	12,402	16,692
	Correctional Officer II	(1.59)	9,897	13,566
	Correctional Officer I	(3.18)	9,067	12,387
Dining Room	Correctional Officer II	(3.18)	9,897	13,566
	Correctional Officer I	(3.18)	9,067	12,387
Gym/Recreation Area	Correctional Officer I	(3.18)	9,067	12,387
Medical Services	Correctional Supervisor	(1.09)	12,402	16,692
	Correctional Officer II	(1.59)	9,897	13,566
	Correctional Officer I	(1.59)	9,067	12,387
Investigation	Correctional Officer III	(1.09)	10,834	14,824
Vehicle Entry	Correctional Officer II	(1.09)	9,897	13,566
Housing	Correctional Supervisor III	(1.09)	13,624	18,408
Extra Activities	Correctional Officer II	(1.09)	9,897	13,566
	Correctional Officer I	(2.18)	9,067	12,387
TOTAL			\$ 1,368,037	\$ 1,752,208
Benefits Payment			342,009	438,052
GRAND TOTAL			\$ 1,710,046	\$ 2,190,260

PHASE NINE

THE DISCONTINUED USE OF CELLHOUSE TWO  
AT THE REFORMATORY  
-PROJECTED PERSONNEL COST REDUCTION-

<u>POSITION</u>	<u>CLASS TITLE</u>	<u>MINIMUM RATE</u>	<u>MAXIMUM RATE</u>
<u>General Clerical</u>			
Clerk Stenographer	Clerk Stenographer II	\$ 6,968	\$ 9,412
Clerk Typist	Clerk Typist III	7,280	9,854
<u>Treatment</u>			
Social Services:			
Counselor (2)	Correctional Counselor II	12,438	16,750
Counselor (3)	Correctional Counselor I	11,394	15,545
Recreation:			
Activity Specialist	Activity Specialist II	12,402	16,692
	Activity Specialist I	10,322	14,118
Cellhouse Two	Correctional Supervisor II (3.18)	12,402	16,692
	Correctional Officer II (3.18)	9,897	13,566
	Correctional Officer I (7.95)	9,067	12,387
Yard	Correctional Officer II (1.59)	9,897	13,566
	Correctional Officer I (3.18)	9,067	12,387
Extra Activities	Correctional Officer I (2.18)	9,067	12,387
TOTAL		\$ 303,359	\$ 412,872
Benefits Payment		75,840	103,218
GRAND TOTAL		\$ 379,199	\$ 516,090

PHASE TEN

THE CONSTRUCTION OF A 200 MAN UNIT  
AT THE PENITENTIARY  
-PROJECTED PERSONNEL COST INCREASE-

<u>POSITION</u>	<u>CLASS TITLE</u>		<u>MINIMUM RATE</u>	<u>MAXIMUM RATE</u>
<u>Treatment</u>				
Social Services:				
Counselor	Correctional Counselor II		\$ 12,438	\$ 16,750
Counselor (2)	Correctional Counselor I		11,394	15,545
Recreation				
Activity Specialist	Activity Specialist I		10,322	14,118
<u>Security</u>				
Housing Unit A	Correctional Supervisor II	(3.18)	12,402	16,692
	Correctional Officer II	(1.59)	9,897	13,566
	Correctional Officer I	(4.77)	9,067	12,387
Housing Unit B	Correctional Supervisor II	(3.18)	12,402	16,692
	Correctional Officer II	(1.59)	9,897	13,566
	Correctional Officer I	(4.77)	9,067	12,387
Yard	Correctional Officer II	(1.59)	9,897	13,566
	Correctional Officer I	(1.59)	9,067	12,387
Extra Activities	Correctional Officer II	(1.09)	9,897	13,566
	Correctional Officer I	(1.09)	9,067	12,387
TOTAL			\$ 293,220	\$ 398,985
Benefits Payment			73,305	99,746
GRAND TOTAL			\$ 366,525	\$ 498,731

PHASE ELEVEN

THE COMPLETION OF CELL SIZE CHANGES AT THE PENITENTIARY  
-PROJECTED PERSONNEL COST REDUCTION-

<u>POSITION</u>	<u>CLASS TITLE</u>		<u>MINIMUM RATE</u>	<u>MAXIMUM RATE</u>
<u>Treatment</u>				
Social Services:				
Counselor (2)	Correctional Counselor II		\$ 12,438	\$ 16,750
Counselor (2)	Correctional Counselor I		11,394	15,545
Recreation:				
Activity Specialist (2)	Activity Specialist I		10,322	14,118
<u>Security</u>				
Cellhouse 18	Correctional Supervisor II	(4.77)	12,402	16,692
	Correctional Officer II	(1.59)	9,897	13,566
	Correctional Officer I	(3.18)	9,067	12,387
Cellhouse 19	Correctional Supervisor II	(4.77)	12,402	16,692
	Correctional Officer II	(1.59)	9,897	13,566
	Correctional Officer I	(3.18)	9,067	12,387
TOTAL			\$ 265,440	- \$ 359,871
Benefits Payment			66,360	89,968
GRAND TOTAL			\$ 331,800	- \$ 449,839



PHASE TWELVE

THE CONSTRUCTION OF A 200 MAN UNIT  
AT NEWTON  
-PROJECTED PERSONNEL COST INCREASE-

<u>POSITION</u>	<u>CLASS TITLE</u>	<u>MINIMUM RATE</u>	<u>MAXIMUM RATE</u>
<u>Administrative</u>			
Administrative Assistant	Administrative Assistant II	\$ 11,882	\$ 16,198
<u>General Clerical</u>			
Clerk Typist	Clerk Typist II	7,280	9,854
Dictation Secretary	Dictation Machine Transcriber	6,968	9,412
Secretary	Secretary I	7,592	10,322
Storekeepr	Storekeeper II	8,466	11,352
<u>Support Services</u>			
Electrician	Electrician II	12,694	14,108
Maintenance Worker	Maintenance Repairs Leader	11,872	12,964
Food Services Coord (2)	Correctional Food Services Coord	9,948	13,510
<u>Treatment</u>			
Medical Services: Nurse	Nurse I	10,816	14,794
Social Services: Counselor	Correctional Counselor II	12,438	16,750
Counselor (2)	Correctional Counselor I	11,394	15,545
Recreation: Activity Specialist	Activity Specialist I	10,322	14,118
<u>Security</u>			
Housing Unit #2	Correctional Supervisor II (4.77)	12,402	16,692
	Correctional Officer II (3.18)	9,897	13,566
	Correctional Officer I (9.54)	9,067	12,387
Tower/Perimeter Security Three	Correctional Officer II (1.59)	9,897	13,566
	Correctional Officer I (1.59)	9,067	12,387
Four	Correctional Officer II (1.59)	9,897	13,566
	Correctional Officer I (3.18)	9,067	12,387
Visiting Room	Correctional Officer II (1.59)	9,897	13,566
Yard	Correctional Officer II (1.59)	9,897	13,566
	Correctional Officer I (3.18)	9,067	12,387
Dining Room	Correctional Officer I (1.59)	9,067	12,387
Medical Services	Correctional Officer II (1.59)	9,897	13,566
	Correctional Officer I (1.59)	9,067	12,387
Canteen	Correctional Officer I (1.59)	9,067	12,387
Parcel Post	Correctional Officer II (1.09)	9,897	13,566

PHASE TWELVE (cont.)

<u>POSITION</u>	<u>CLASS TITLE</u>		<u>MINIMUM RATE</u>	<u>MAXIMUM RATE</u>
Chapel	Correctional Officer II	(1.09)	9,897	13,566
Library	Correctional Officer I	(1.09)	9,067	12,387
Laundry	Correctional Officer I	(1.09)	9,067	12,387
Academic/Vocational	Correctional Officer I	(1.09)	9,067	12,387
Extra Activities	Correctional Officer II	(1.09)	9,897	13,566
	Correctional Officer I	(2.18)	9,067	12,387
TOTAL			\$ 596,205 -	\$ 806,197
Benefits Payment			149,051	201,549
GRAND TOTAL			\$ 745,256 -	\$ 1,007,746

PHASE TWELVE  
THE CONSTRUCTION OF A 200 MAN UNIT  
AT THE NEW SITE  
-PROJECTED PERSONNEL COST INCREASE-

<u>POSITION</u>	<u>CLASS TITLE</u>		<u>MINIMUM RATE</u>	<u>MAXIMUM RATE</u>
<u>Administrative</u>				
Administrative Assistant	Administrative Assistant II		\$ 11,882	\$ 16,198
<u>General Clerical</u>				
Clerk Typist	Clerk Typist II		7,280	9,854
Dictation Secretary	Dictation Machine Transcriber		6,968	9,412
Secretart	Secretary I		7,592	10,322
Storekeeper	Storekeeper II,		8,466	11,352
<u>Support Services</u>				
Electrician	Electrician II		12,694	14,108
Maintenance Worker	Maintenance Repairs Leader		11,872	12,964
Food Services Coord(2)	Correctional Food Services Coord		9,948	13,510
<u>Treatment</u>				
Medical Services: Nurse	Nurse I		10,816	14,794
Social Services: Counselor	Correctional Counselor II		12,438	16,750
Counselor (2)	Correctional Counselor I		11,394	15,545
Recreation: Activity Specialist	Activity Specialist I		10,322	14,118
<u>Security</u>				
Housing Unit #2	Correctional Supervisor II	(4.77)	12,402	16,692
	Correctional Officer II	(3.18)	9,897	13,566
	Correctional Officer I	(9.54)	9,067	12,387
Tower/Perimeter Security				
Three	Correctional Officer II	(1.59)	9,897	13,566
	Correctional Officer I	(1.59)	9,067	12,387
Four	Correctional Officer II	(1.59)	9,897	13,566
	Correctional Officer I	(3.18)	9,067	12,387
Visiting Room	Correctional Officer II	(1.59)	9,897	13,566
Yard	Correctional Officer II	(1.59)	9,897	13,566
	Correctional Officer I	(3.18)	9,067	12,387
Dining Room	Correctional Officer I	(1.59)	9,067	12,387
Medical Services	Correctional Officer II	(1.59)	9,897	13,566
	Correctional Officer I	(1.59)	9,067	12,387
Canteen	Correctional Officer I	(1.59)	9,067	12,387
Parcel Post	Correctional Officer II	(1.09)	9,897	13,566

PHASE TWELVE (cont.)

<u>POSITION</u>	<u>CLASS TITLE</u>		<u>MINIMUM RATE</u>	<u>MAXIMUM RATE</u>
Chapel	Correctional Officer II	(1.09)	9,897	13,566
Library	Correctional Officer I	(1.09)	9,067	12,387
Laundry	Correctional Officer I	(1.09)	9,067	12,387
Academic/Vocational	Correctional Officer I	(1.09)	9,067	12,387
Extra Activities	Correctional Officer II	(1.09)	9,897	13,566
	Correctional Officer I	(2.18)	9,067	12,387
TOTAL			\$ 596,205 -	\$ 806,197
Benefits Payment			149,051	201,549
GRAND TOTAL			\$ 745,256 -	\$ 1,007,746

PHASE THIRTEEN

THE DISCONTINUED USE OF CELLHOUSE 17  
AT THE PENITENTIARY  
-PROJECTED PERSONNEL COST REDUCTION-

<u>POSITION</u>	<u>CLASS TITLE</u>	<u>MINIMUM RATE</u>	<u>MAXIMUM RATE</u>
<u>General Clerical</u>			
Clerk (2)	Clerk III	\$ 6,968	\$ 9,412
	Clerk II	6,318	8,606
Clerk Typist (2)	Clerk Typist III	7,280	9,854
	Clerk Typist II	6,604	8,996
Dictation Secretary (2)	Dictation Machine Transcriber	6,968	9,412
<u>Treatment</u>			
Social Services:			
Counselor (2)	Correctional Counselor II	12,438	16,750
Counselor (3)	Correctional Counselor I	11,394	15,545
Recreation:			
Activity Specialist	Activity Specialist II	12,402	16,692
	Activity Specialist I	10,322	14,118
<u>Security</u>			
Cellhouse 17	Correctional Supervisor II (3.18)	12,402	16,692
	Correctional Officer II (4.77)	9,897	13,566
	Correctional Officer I (7.95)	9,067	12,387
Yard	Correctional Officer II (1.59)	9,897	13,566
	Correctional Officer I (3.18)	9,067	12,387
Extra Activities	Correctional Officer I (2.18)	9,067	12,387
TOTAL		\$ 345,953	\$ 470,868
Benefits Payment		86,488	117,717
GRAND TOTAL		\$ 432,441	\$ 588,585

STATE LIBRARY OF IOWA



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